R48 00-2

EDUCATION WEEK

American Education's Newspaper of Record
Volume X, Number 10 · November 7, 1990

© 1990 Editorial Projects in Education / $2.50

States and Cities Eyeing Pensions As Fiscal Source

'Raids' May Deplete Funds, Teachers Warn

By Karen Diegmueller

Faced with a $2-billion budget deficit this year, New York officials turned to a fiscal outlet that is looking increasingly tempting to other states as well—the massive state pension fund for teachers.

As the economy weakens across the country, lawmakers in a number of states and major cities have been eyeing these sometimes robust, sometimes anemic sources of funding as a cure for their budget crises.

The New York plan, which indirectly freed up state funds by permitting local school districts to defer hundreds of millions of dollars in retirement contributions, was accompanied by technical changes that, actuaries say, will protect the financial health of the $30-billion teachers' pension fund.

Nevertheless, teachers and their representatives are voicing widespread apprehension that their retirement funds will be "raided" into insolvency. Such forays are particularly troubling, they say, because they come at a time when the systems are preparing for the retirement of the "baby boom" generation of teachers in the next 10 to 15 years. And the next generation of teachers and taxpayers, they warn, may be reluctant to pay for that large group of retirees.

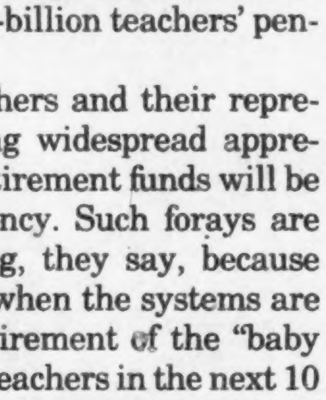
"The biggest challenges facing teaching-retirement systems [is] keeping politicians out of the trust funds. This is at the state level; this is at the federal level," Bruce Hineman, secretary-treasurer of the National Council of Teacher Retirement, told a

Continued on Page 16

Also in the news

4 **The First Freedom**
The Williamsburg Charter Foundation has launched two efforts to promote the study of religious liberty.

7 **Waste Not**
More schools are recycling their waste.



U.S. Environmental Protection Agency

20 **Mother Tongue**
A new and little-noticed federal law will encourage the use of Native American languages in many schools.

Debra Viadero/Education Week

Sandy Harper, a teacher at Greensview Elementary School in Upper Arlington, Ohio, uses the Reading Recovery method to work with a 1st-grade student.

New Zealand Import: An Effective, But Costly, Way To Teach Reading

By Debra Viadero

UPPER ARLINGTON, OHIO—At the beginning of this school year, Sean, a 1st grader in a special program here for struggling readers, could recognize only four words: "I," "a," "no," and his own name.

But on a recent day last month, as a group of teachers at Barrington Elementary School sat behind a one-way mirror and watched, the 7-year-old's difficulties with the printed word were barely noticeable.

"There are four trains in Uncle Buncle's house," the child read aloud, moving his fingers along the page as he spoke. Working quickly during the next 25 minutes, he would read three more books with equal ease, learn to spell the word "on" using magnetic letters, write a sentence with the help of his teacher, cut it into pieces and reassemble it, and read another, slightly more difficult book.

Every aspect of this scene—the boy's rapid progress, the fast-paced, one-on-one lesson, even the observers behind the mirror—is characteristic of an increasingly popular program known as Reading Recovery.

Imported to the United States from New Zealand in 1984, the program is intended to be an academic lifeline for 1st graders like Sean who are having trouble learning to read.

Since its debut in this nation, the program has been adopted by school districts in 22 states. And researchers have compiled data on more than 15,000 children who have passed through it.

The teaching method has managed to draw praise both from advocates of a phonics-based approach to the teaching of reading and those who believe children should be taught by reading whole

Continued on Page 11

S.A.T. Revisions Will Be Included In Spring '94 Test

College Board Rejects Plan To Require Essay

By Mark Pitsch

BOSTON—In an effort to provide more and better information from the Scholastic Aptitude Test to students, schools, and colleges, the trustees of the College Board last week approved the most substantive changes in the college-admissions test in decades.

The new test—which will be taken by high-school juniors and seniors for the first time in the spring of 1994—will place a greater emphasis on critical reading skills, include mathematics questions requiring student-generated answers, and permit the use of calculators for the first time.

But while the College Board's 24-member board of trustees decided to offer essay questions that will test English proficiency, it refused to make the 20-minute exercise mandatory.

The proposed essay requirement had been the target of intense criticism that such a component would unfairly impair the ability of immigrants and non-native speakers of English to perform satisfactorily on the test.

Criticism of the proposed essays, concerns over the cost of administering and grading them, and questions about the use of calculators delayed a decision on the changes at a trustees' meeting in September. *(See Education Week, Oct. 10, 1990.)*

Donald M. Stewart, president of the College Board, said in an interview last week that, even though the changes stopped short of what had originally been planned and field-tested, he was pleased

Continued on Page 10

Educators Focus Attention on Ways To Boost Student Motivation

By Robert Rothman

As educators search for ways to boost perennially low levels of student achievement, many are zeroing in on what they consider a root cause of poor performance: the lack of students' motivation to learn.

Despite the well-documented link between effort and performance, researchers note, several recent studies have shown that most students do not work very hard at school.

For example, the 1988 National Assessment of Educational Progress found that about half of students in all grades read a total of 10 or fewer pages a day for homework and school.

This situation has come about, researchers contend, because students' peers, and the society at large, have sent a message that students need only do what it takes to get by.

And schools themselves, educators argue, have contributed to the problem by demanding little of students and by presenting material in a boring fashion that deadens their interest in schoolwork.

"Students have to understand that their success in life bears a large relationship to their success in learning," said Christopher T. Cross, assistant U.S. secretary of education for educational research and improvement, who is hosting a conference on the issue this week in Arlington, Va.

Currently, he said, students and parents "believe that ability is more important than effort, and don't appreciate the fact that effort is a key ingredient in doing well."

To spur student motivation, several educators have called for new kinds of incentives, such as more closely tying job or college-entry prospects to accomplishment in high school. Such moves would encourage all students, not just those who plan to attend selective colleges, to work as hard as they can in school, in the opinion of Albert Shanker, president of the American Federation of Teachers.

"Students are people, and people basically do the things they have to do to get where they want to go," Mr. Shanker said. "If the standards for college entry were higher, I'm sure the overwhelming majority of students would meet the standards. If you don't have to, why not watch TV [instead of doing schoolwork]?"

But Theodore R. Sizer, chairman of the education department at Brown University, responded that incentives are not enough to motivate students. What is needed, he argued, are changes in curriculum and instruction that would engage students in classroom work.

Outside incentives "might bring [students] to the edge of the pond, but it won't make them drink," Mr. Sizer said. "A good salary might bring us to work at an office, but it might not get us to work very hard. The heart is, what you're doing is interesting."

"Watch a play being produced, or a class of kids trying to figure something out," he continued. "The level of engagement derives from interest. Achievement is likely to follow. There is very little achievement when you don't engage. It's an absolute precondition for serious work."

Continued on Page 12

IN SUMMARY

Big Apple Brouhaha
New York City Mayor David N. Dinkins and the city teachers' union last week denied news reports that the Mayor had asked the union to renegotiate a just-ratified contract for this year. **Page 5.**

Don't Pass the Salt
Five school districts this fall began using new menus and recipes in an unusual federally funded effort to lower the amount of fat and sodium in school breakfasts and lunches. **Page 6.**

New Troubles for Mississippi
School officials in the Magnolia state last week warned that impending budget cuts to offset a deficit could lead to personnel cuts or even bankruptcies before the school year is over. **Page 14.**

A 'Coup' in California?
Superintendent of Public Instruction Bill Honig last week said that recent moves by members of the state education board to assert their authority "smacked of a coup." **Page 14**

Death of a Bill
A group of several conservative Republican senators sounded the death knell for the omnibus education legislation, despite President Bush's backing for the measure. **Page 17.**

Budget Battle Over
The President last week was expected to sign a $182.2-billion labor and social-service spending bill that includes $27.4 billion for Education Department programs. **Page 17.**

Clinics and Abortion Counseling
The Supreme Court last week examined rules that prevent federally funded family-planning clinics from providing abortion counseling and referrals to clients, including school-age adolescents. **Page 18.**

Capital Update 22
Commentary 23 and 32
Deadlines 25
Early Years 9
Events 25
Federal File 17
Letters 24
Marketplace 26
State Journal 14
Technology 6

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 10.

ACROSS THE NATION

NATIONAL

NASBE Study Groups To Examine Multicultural, Special Education

The National Association of State Boards of Education will form two study groups to examine multicultural and special education during the coming year.

A. Walter Esdaile of Connecticut, NASBE's new president, announced the topics during the organization's annual meeting in Newport, R.I., last month.

The study group on multicultural education, which will meet for the first time in January, will examine how teacher training and curriculum materials can better reflect the increasing cultural diversity of the classroom, said Brenda L. Welburn, NASBE's deputy executive director. In addition, the group will examine how race, culture, language, and socioeconomic status affect teaching and learning.

The study group on special education will consider the place of special education in a restructured school system. "We have created a second system over the last two decades, feeling that there were gaps in the primary system of education," said Patricia B. Mitchell, staff director of the study group. "Now, how do we create one system that really can serve the vast majority of kids?"

During the annual meeting, delegates to NASBE also passed a resolution endorsing parental choice within public schools. But they advised the federal government not to make major program funding contingent on state choice plans. Other resolutions adopted by the group advocate the development of a multicultural teaching force and the creation of a national policy on children, youth, and families.

■ **Seven new board members have been elected to the National Board for Professional Teaching Standards.**

Elected last month to three-year terms were Gil R. Alexander, a secondary-school science teacher from Helena, Mont.; Thomas W. Cole Jr., president of Clark Atlanta University in Atlanta; Eugene H. Cota-Robles, assistant vice president for academic affairs at the University of California, Berkeley; E. Harold Fisher, vice president of the National School Boards Association; Keith B. Geiger, president of the National Education Association; Gerald N. Tirozzi, Connecticut education commissioner; and Janice F. Weaver, president of the American Association of Colleges for Teacher Education and dean of education at Murray State University in Murray, Ky.

Among those whose terms expired were Mary Hatwood Futrell, past president of the N.E.A.; Ruth E. Randall, former Minnesota education commissioner; and Phillip C. Schlechty, president of the Center for Leadership in School Reform.

The N.B.P.T.S., which is attempting to establish a nationwide teacher-certification system, also re-elected 14 board members for another three years, including Chairman James B. Hunt Jr., the former Governor of North Carolina.

STATES

E.D. Owes Rhode Island Agency $2.7 Million, Judge Rules

A federal judge has ruled that the U.S. Education Department owes $2.7 million to a Rhode Island agency that guarantees student loans.

U.S. District Judge Ernest C. Torres said in a decision released Oct. 26 that the department broke a contract with the Rhode Island Higher Education Assistance Authority when it withheld the money to comply with a 1987 federal deficit-reduction law.

Judge Torres did not address questions of constitutionality and due process.

The Rhode Island decision is the latest in a series relating to the federal department's implementation of a decision that required loan-guarantee agencies to reduce their reserves.

While some guarantee agencies have received favorable rulings at the district-court level, they have not been successful in the federal appellate courts or upon appeal to the U.S. Supreme Court. The High Court last month declined to hear appeals from five guarantee agencies.

Education Department officials have not seen the ruling and declined to comment, a spokesman said.

■ **The two teachers' unions in Florida have met to discuss the ground rules for holding formal talks on merging the two organizations**, officials of the two organizations said.

In a joint announcement, the presidents of the Florida Education Association/United and Florida Teaching Profession-National Education Association said they believe "the financial and substantive issues confronting public education in Florida require a more concerted approach to public policy."

The possibility of merging the National Education Association and the American Federation of Teachers at the national level arose at both unions' conventions last summer. *(See Education Week, Aug. 1, 1990.)*

Some observers have suggested that state organizations will be encouraged to merge as a prelude to national merger.

Jeff Wright, president of the F.T.P.-N.E.A., said he had "no idea" whether the talks will actually lead to merger of the two organizations. "We're way, way, away from any substantive discussion," Mr. Wright added.

Special Friends

Sherwood Landers

Students at the Marguerite E. Small School in West Yarmouth, Mass., make friends with one of the "Kids on the Block." It's one of several puppets in a traveling show designed to teach young people positive attitudes toward people with cerebral palsy, blindness, epilepsy, and other disabling conditions.

DISTRICTS

Superintendent in Minnesota Target Of Shootings, Pipe-Bomb Attack

A Minnesota school-district superintendent and his family have been the targets of two shootings and a pipe bomb over the past year, but baffled police have no suspects or discovered any possible motive for the incidents.

None of the attacks resulted in injury to Richard Guevremont or his wife and three children, according to Curt Utpadel, chief investigator for the Dodge County sheriff's department. Mr. Guevremont is superintendent of the Hayfield district, near tiny Oslo, Minn.

Most recently, on Oct. 5, someone shot at the Guevremont home with a rifle. Five months earlier, a pipe bomb was discovered in a family car.

The first incident was last December, when someone firing at close range shot into an upstairs bedroom, narrowly missing one of the Guevremont daughters.

Details of the crimes—which police are not certain are related—had not been released earlier at the request of the Guevremont family, but police now hope to crack the case by enlisting public help, Mr. Utpadel said.

Chicago Schools Operating Better, Local Council Members Say in Poll

A recent poll of 700 members of local school councils in Chicago found that 74 percent of the members believe their schools are operating better now than they were a year ago, when the councils were installed to run the city's 542 schools.

The poll was commissioned by Leadership for Quality Education, one of the groups supporting school reform in the city. It found that the strongest supporters of school reform are African-American parents, 85 percent of whom cited improvements in their schools.

Teachers who serve on the councils showed the greatest improvement in attitude, with 62 percent reporting that their schools are operating better than they were before the reforms.

A similar poll conducted in January found that just 31 percent of teachers believed the reforms had helped their schools.

WASHINGTON

Budget, Appropriations Bills Reach President's Desk

By Mark Pitsch

WASHINGTON—The Congress early last week gave final approval to a five-year, $492-billion deficit-reduction bill that President Bush has pledged to sign, thus ending six months of bargaining, bickering, and politically charged brinksmanship over efforts to start bringing the federal deficit under control.

Lawmakers greeted the bill's passage with relief after spending four furious weeks, often into early-morning hours, crafting the reconciliation bill and the 13 regular spending bills for the fiscal year that began last month.

Mr. Bush also was expected to sign HR 5257, the $182.2-billion labor and social-service spending bill that includes $27.4 billion for Education Department programs.

The Congress cleared HR 5257 Oct. 26, after adopting an amendment by Senator Jeff Bingaman, Democrat of New Mexico, to provide $1 million for the School-Year Extension Study Commission and $2 million for a National Council on Educational Goals or its equivalent, if authorized.

House members agreed to the amendment only after Mr. Bingaman removed language that left unclear whether the council would need separate Congressional authorization. Representative Silvio O. Conte, Republican of Massachusetts, told his colleagues on the floor that the council should be authorized specifically by the Congress.

11% funding hike for E.D., child-care program included.

Two other amendments were approved by the Senate but then dropped from the final version of the bill. Senator Robert Dole, Republican of Kansas, introduced an amendment, which passed 95 to 1, to amend the Job Training Partnership Act. An amendment offered by Senator Tom Harkin, Democrat of Iowa, would have provided $10 million for grants to states to begin implementing President Bush's Health Objectives 2000 plan.

HR 5257 allotted Education Department programs an increase of $2.7 billion, or 11 percent, over last year's spending amount. The size of the increase stands in marked contrast to education appropriations in recent years, which frequently have received increases equal to little more than the rate of inflation.

The increase for education would have been $487 million larger, if House and Senate conferees had not ordered a 2.41 percent across-the-board cut for all discretionary programs in the bill in order to comply with limits set by the Congressional budget resolution for fiscal 1991.

Child-Care Vehicle

The deficit-reduction bill, whose final provisions were hammered out during long hours of bargaining following House rejection of an earlier budget compromise reached between the White House and the Congressional leadership, also became the vehicle for a $22-billion, five-year package of child-care grants and tax credits that had been bogged down for months in Congressional conference committees. *(See Education Week, Oct. 24 and 31, 1990.)*

The centerpiece of the measure, which is the first federal child-care bill to be enacted since World War II, is a new state "child care and development block grant" to help subsidize child care for poor families and bolster program quality, at a cost of $2.5 billion in the first three years.

The package also provides for an expanded earned-income tax credit

Continued on Page 21

Conservatives Succeed in Killing Omnibus Education Bill

By Julie A. Miller

WASHINGTON—Despite the Bush Administration's backing of omnibus education legislation, the measure died when the Congress adjourned Oct. 27 at the hands of several conservative Republican senators who were successful in blocking its passage.

In the end, according to Senate aides and Administration officials, provisions allowing federal funding of the National Board for Professional Teaching Standards were the biggest sticking point, but not the only one.

The stage was set for a final showdown in the Senate when lawmakers reached an agreement with Administration officials the week of Oct. 22.

Under the accord, the Administration agreed to support the package, including the teacher-board provisions. For their part, lawmakers agreed to reduce the cost of the plan and to drop provisions that would have established an education-goals monitoring panel and mandated certain funding levels for Pell Grants. *(See Education Week, Oct. 31, 1990.)*

President Bush's education initiatives, literacy programs, and teacher-training programs made up the bulk of the legislation.

The Senate was to consider the bill first, to allow the House time to act on any amendments. But negotiations dragged on, and the House took up the bill on the afternoon of Oct. 26, giving it unanimous approval.

Senator George J. Mitchell of Maine, the majority leader, attempted to bring it up for consideration the following afternoon, but met an objection from Senator Jesse A. Helms, Republican of North Carolina, who noted that the bill would authorize spending "$800 million of the taxpayers' money."

Lobbying continued for several more hours, and the House took up the bill again to add amendments designed to placate the opposing senators.

One provision, for instance, specified that a proposal allowing school districts to receive waivers of federal regulations in exchange for performance agreements could not allow federal funding of school-based health clinics.

Senators said to object to funds for teacher board.

Bill's Last Hours

But as the evening wore on, it became apparent that a week of lobbying by Administration officials and colleagues had failed, and proponents began to eulogize the bill on the Senate floor.

"The losers tonight are going to be the children of America," said Senator Edward M. Kennedy, the Massachusetts Democrat who is chairman of the Labor and Human Resources Committee.

In the end, it was the rules of the Senate that killed the legislation. Business is rarely transacted there without the "unanimous consent" of all the senators, and even one stubborn lawmaker can prevent action.

In this case, according to Senate aides and Administration officials, six to eight conservative Republican senators dug in their heels.

Senators need not publicly reveal that they are holding up a bill, but Senator Malcolm Wallop of Wyoming identified himself as one of the holdouts. Others mentioned by observers were Daniel R. Coats of Indiana and Gordon J. Humphrey of New Hampshire.

Some observers characterized Mr.

Continued on Page 22

Now That the Dust Has Settled: A Box Score on Education Bills

Information for this story was gathered by Washington Editor Julie A. Miller and Staff Writers Ellen Flax, Lonnie Harp, Mark Walsh, and Peter West.

WASHINGTON—Several education-related bills, including legislation to aid mathematics and science education and to promote community service among youths, were rushed to final passage in the waning hours of the 101st Congress.

Other bills died for lack of time, most notably legislation to amend the Job Training Partnership Act, which observers say may not be revived in the next session.

The science bill, HR 996, includes two scholarship programs from a bill that originated in the House Science and Technology Committee; another scholarship program originally proposed by President Bush; and miscellaneous provisions from S 2114, a wide-ranging bill sponsored by Senator Edward M. Kennedy, Democrat of Massachusetts.

The bill authorizes $122.9 million in the fiscal year that began Oct. 1, with spending to rise to $194.5 million in fiscal 1993. It was approved on voice votes in both the House and the Senate.

The measure creates three scholarship programs, each of which would provide $5,000 a year to winners: a "National Science Scholars" program proposed by the President, for top high-school seniors intending to study science; "Robert Noyce Scholarships," for undergraduates willing to commit to teaching precollegiate math or science; and a program for undergraduates planning to pursue postgraduate work or to work for the government or an American business.

The bill also establishes a national clearinghouse and provides funding for regional consortia to collect and disseminate information on math and science education; provides grants to museums for educational programs, particularly those aimed at elementary-school students; and offers grants to school districts for "systemwide reforms," such as improved curricula, advanced teacher training, or restructuring.

Higher-education provisions include fellowships and grant programs designed to increase the number of women and minorities who want to become professors.

A Senate provision calling for an interagency council to improve cooperation between agencies with science-education programs was dropped, but the bill mandates a report on federal activity and coordination.

Other Measures Approved

Also receiving final approval before the Congress adjourned Oct. 27 were:

- A measure that encourages school-age children and young adults to participate in community-service programs, S 650.

The bill authorizes $287 million over the next three years for a grant program to states to expand or implement community-service and "service learning" programs for students in elementary and

Continued on Page 22

FEDERAL FILE

Killer pork ■ A virtue of necessity

The Taft Institute, a small federal program that organizes seminars on government for precollegiate teachers, was revived by the Congress late last month after a two year hiatus in funding.

But the future of two seminar programs for high-school students was cast into doubt when the Senate failed to reauthorize them. The bill apparently lost its momentum after it was loaded with "pork barrel" projects—the same fate that befell the Taft program in 1988.

The teachers' institute bill, passed by the House on Oct. 22 and by the Senate five days later, will provide the program with $700,000 in fiscal 1991 and gradually declining amounts over the next three years.

Two years ago, however, a similar bill died after members of a House-Senate conference panel loaded it with almost $60 million in pet projects for their districts.

Last year, a bill authorizing $500,000 a year for three years for the Washington Workshops Foundation, which brings high-school students to the nation's capital for seminars, was passed routinely by the House.

When the bill reached the Senate this year, the funding ceiling was doubled to give an equal amount to Close-Up, another student seminar program.

The bill was also loaded down with $25 million for unrelated projects, including $2.2 million for the University of Mississippi's law library, an item that had been stuffed in the Taft pork barrel in 1988.

Also included were $5 million for a University of Rhode Island center on coastal ecosystems, and $3 million to create a National Teacher Hall of Fame at Emporia State University in Kansas.

Senator Claiborne Pell of Rhode Island and Senator Nancy L. Kassebaum of Kansas are the chairman and ranking Republican, respectively, of the education subcommittee that reported the bill.

■

The government's end-of-the-year fiscal crunch gave an Education Department employee a novel idea for promoting a new report.

The cover letter sent to reporters announced that "A College Course Map," which compiles statistics on what courses are taken by college students, had been published, but "nobody has it."

"There are 5,500 copies of the book sitting in a warehouse," the letter said. "But until we have a budget, there is no money to pay the mailing contractor."

This, the letter noted enticingly, means that reporters are being given data temporarily unavailable to the public. The publicity-hungry writer even suggested which pages to read. —J.M.

Law Encourages Schools To Use Indian Languages

By Peter West

WASHINGTON—Federal officials are assessing the potential impact of a new law that encourages the use of Native American languages in schools run by the Bureau of Indian Affairs and in public schools enrolling Indians or other native groups.

Spokesmen for the Interior and Education departments said that the statement of federal policy—contained in a bill approved by the Congress without public hearings and signed into law last week by President Bush—might well result in an invigoration of native-language instruction.

But they also said that the intent of the new Native American Languages Act could prove costly and difficult to realize because of the vast number of native languages and the paucity of native speakers who have been trained as teachers.

"On the one hand, it promotes the languages, which is positive," said John W. Tippeconnic 3rd, who heads the Education Department's office of Indian education. "But it does create burdens for the schools."

The law includes no penalties for noncompliance. But some officials suggested last week that it could provide legal ammunition for parents seeking native-language instruction, particularly in B.I.A. schools and public schools with high concentrations of Native American students.

The measure declares that the policy of the United States is "to preserve, protect, and promote the rights and freedom of Native Americans to use, practice, and develop Native American languages."

It defines Native Americans as American Indians, native Hawaiians, and Pacific Islanders.

The measure was introduced last month by Senator Daniel K. Inouye, Democrat of Hawaii, as a last-minute amendment to S 2176, a bill reauthorizing the Tribally Controlled Community Colleges Act of 1978.

The Native Languages Act, proponents said, is designed to reverse an unofficial policy, dating to the waning days of the Indian wars, under which those languages have been denigrated or eradicated as a means of assimilating Indians into the mainstream.

Practical Impact Uncertain

Officials of both the B.I.A. and the Education Department said they supported the intent of the bill.

But they questioned whether supporters fully understood the potential costs of implemention and the difficulty of adhering to the policy in schools that may enroll pupils speaking as many as 70 native languages.

A Democratic staff member for the Senate Select Committee on Indian Affairs, which Mr. Inouye chairs, said the measure was designed in part to empower Indian parents to demand that native languages be used in instruction.

"Basically, this gives communities in specific areas a basis for going into B.I.A. schools and saying we want these languages taught," the aide said. "But there's nothing legally binding in this and, even now, if two or three parents go in and the rest of the school is non-Indian, I'm not sure how far they'll get."

Mr. Tippeconnic noted that many tribes already have native-language requirements for employees in public schools built on Indian land.

But he also suggested that even schools in areas where Indians are in the minority could be affected by the law, because it "makes a policy statement for the government."

He said that the potential impact for the Education Department could go beyond the Indian-education office into such areas as bilingual programs, although the measure specifically states that the policy does not preclude "the use of federal funds to teach English to Native Americans."

The law also "recognizes the right of Indian tribes and other Native American governing bodies to use the Native American languages as a medium of instruction in all schools funded by the Secretary of the Interior."

A spokesman for Eddie F. Brown, the Interior Department's assistant secretary for Indian affairs, said the use of such languages could pose practical difficulties for B.I.A. schools.

For example, he said, because Indian languages generally are orally transmitted, textbooks for teaching them often are not readily available.

The policy also urges schools to give credit for courses in native languages as they do for foreign languages.

No Hearings

The prospect of the new policy generated "incredible interest across Indian Country," according to Patricia Locke, a member of the legislative committee of the International Native American Languages Issues Institute, a prime mover in getting the policy before the Congress.

The law was enacted without committee hearings. Capitol Hill aides noted that a similar measure failed to make it out of committee in the last Congress and that supporters did not wish to repeat the experience.

Some proponents and committee aides said publicity was kept to a minimum because of fears that groups that favor making English the official language of the United States would derail the bill's passage.

But at least one such group, U.S. English, which had been unaware of the measure until its passage, subsequently urged President Bush to sign it. The group noted in a statement "the unique relationship of native North American nations to our country" as a reason to preserve languages that "otherwise would be in danger of extinction."

DATABANK

Final Education Department Budget for Fiscal 1991

		FY 1991			
	FY 1990 Comparable	Administration Request	House Bill	Senate Bill	Conference Agreement[1]
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$4,373,146	$4,463,100	$5,121,000	$5,130,000	$5,001,975
Concentration Grants	395,112	495,900	569,000	570,000	555,775
Capital expenses for private-school students	25,682	25,682	26,000	40,000	36,108
Even Start	24,201	48,000	60,000	48,000	49,771
State agency programs:					
Migrant	282,444	293,742	310,000	293,742	294,596
Handicapped[2]	146,389	146,389	—	152,537	148,861
Neglected and delinquent	32,791	34,103	34,000	40,000	36,108
State administration	50,176	54,000	60,600	60,600	59,140
State program improvement	12,544	24,000	15,150	15,150	14,785
Evaluation and technical assistance	11,853	15,000	15,000	12,000	13,175
Rural technical-assistance centers	4,445	4,445	4,500	4,645	4,463
Total, Chapter 1	**5,358,783**	**5,604,361**	**6,215,250**	**6,366,674**	**6,214,757**
Migrant education:					
High-school-equivalency program	7,858	7,858	8,000	8,000	7,807
College-assistance migrant program	1,720	1,720	2,000	2,000	1,952
TOTAL	**5,368,361**	**5,838,939**	**6,225,250**	**6,376,674**	**6,224,516**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	578,500	578,500	600,000	610,000	585,540
Payments for 'b' children	123,500	25,000	140,000	130,000	136,828
Payments for federal property (Section 2)	15,354	15,364	17,000	17,000	16,590
Disaster assistance (Section 7)	—	15,000	14,000	14,000	13,863
Construction	14,998	27,000	27,000	27,000	26,349
TOTAL	**732,352**	**660,854**	**800,000**	**800,000**	**780,720**
SCHOOL-IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	455,717	474,405	456,000	473,149	448,914
Evaluation	1,481	1,000	1,000	1,000	976
National Programs:[2]					
National Diffusion Network	12,837	12,632	14,000	15,000	14,151
Inexpensive book dist. (inc. RIF)	8,576	8,914	9,500	9,500	9,271
Arts in education	3,851	3,972	4,500	4,500	4,392
Law-related education	4,938	4,824	5,000	6,000	5,855
Blue-ribbon schools	494	873	900	914	885
Total, Chapter 2	**487,894**	**506,620**	**490,900**	**510,063**	**484,444**
Foreign Language Assistance	—	—	—	6,000	4,880
Drug-free schools and communities:					
State grants	437,881	487,619	487,619	532,380	497,709
School personnel training	14,554	14,554	14,554	14,699	14,274
National programs	85,815	91,127	91,127	99,000	94,663
National Commission on Drug-Free Schools	988	—	—	—	—
Strengthening teaching and administration:					
Mathematics and science education	135,618	230,000	200,00	237,000	213,722
Fund for the improvement and reform of schools and teaching	8,358	8,358	9,000	8,701	8,895
Alternative teacher/principal certification, pending legislation	—	25,000	—	—	—
Presidential awards for excellence in education, pending legislation	—	7,600	—	—	—
Territorial teacher training	1,762	1,762	1,800	1,836	1,774
Leadership in Educational Administration (LEAD)	3,845	4,215	3,845	4,006	3,831
Christa McAuliffe fellowships	1,932	2,013	2,000	2,013	1,959
Mid-career teacher training	987	987	1,000	1,028	990
Magnet-schools assistance	113,189	113,189	113,000	113,000	110,277
Fund for innovation in education	18,939	18,939	25,000	28,500	27,813
Javits gifted and talented education	9,888	8,888	10,000	9,252	9,759
Education of homeless children and youth	7,404	7,500	7,500	7,500	7,320
Women's educational equity	2,098	1,000	2,000	2,098	2,000
Training and advisory services (Civil Rights IV-A)	21,451	21,451	21,500	22,330	21,387
Dropout-prevention demonstrations	19,945	45,000	30,000	40,000	34,157
Secondary basic-skills demonstration	4,938	—	—	—	—
Educational Partnerships	3,703	3,703	3,700	5,000	4,245
General assistance to the Virgin Islands	4,391	4,391	4,400	4,571	4,378
Ellender fellowships	3,703	1,000	3,700	4,703	4,101
Follow through	7,171	—	—	7,465	7,285
Star schools	14,813	—	—	15,420	14,456
Native Hawaiian Education Act	6,419	—	6,400	6,682	6,383
National writing project	—	—	—	2,000	1,952
TOTAL	**1,417,686**	**1,704,916**	**1,529,045**	**1,685,247**	**1,582,654**
INDIAN EDUCATION[6]					
TOTAL	**73,628**	**75,762**	**75,762**	**75,762**	**75,762**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	115,779	132,642	120,000	124,028	121,039
Support services	10,838	10,838	13,000	10,838	11,632
Training grants	31,913	31,913	42,000	31,913	36,066
Immigrant education	30,144	30,144	30,000	30,000	29,277
TOTAL	**188,674**	**205,537**	**205,000**	**196,779**	**198,014**
EDUCATION FOR THE HANDICAPPED					
State grants:					
Grants to states, general[3]	1,542,610	1,615,123	2,400,00	1,625,125	1,854,210
Preschool grants	251,510	257,730	257,730	300,000	292,770
Grants for infants and families	79,520	82,701	90,000	120,000	117,106
Special-purpose funds:					
Deaf-blind and other severely handicapped projects	20,374	—	—	21,229	20,718
Severely emotionally disturbed	—	—	—	2,000	1,952
Early-childhood education	23,766	—	—	24,800	24,202
Secondary and transitional services	7,989	—	—	15,000	14,639
Postsecondary programs	6,510	—	—	8,776	8,556
Innovation and development	[illegible]	—	—	20,672	20,174
Media and captioning services	15,192	[illegible]	[illegible]	18,830	[illegible]
Special education technology	5,425	—	—	5,731	5,593
Special studies	3,645	—	—	4,000	3,904
Special-ed. personnel development	66,706	—	—	71,000	[illegible]
Parent training	7,224	—	—	10,000	9,759
Recruitment and information clearinghouses	1,479	—	—	1,560	[illegible]
Regional resource centers	6,510	—	—	6,763	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

Footnotes

[1] Final appropriation includes a 2.41 percent across-the-board cut for discretionary programs.
[2] House consolidated Chapter 1 handicapped programs under Education for the Handicapped account.
[3] Excludes FY91 permanent appropriation of $7,148,000.
[4] Administered by the Department of Health and Human Services.
[5] Programs administered by the Department of Labor.
[6] Included in appropriations bill for the Interior Department.
[7] Included in appropriations bill for the Department of Housing and Human Development, and independent agencies.

SOURCE: U.S. Congress

		FY 1991			
	FY 1990 Comparable	Administration Request	Senate Bill	House Bill	Conference Agreement [1]
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
State grants:					
Vocational rehabilitation state grants	1,528,498	1,597,280	1,597,280	1,633,498	1,633,498
Supported employment state grants	27,630	28,790	28,790	30,949	29,870
Client assistance	7,901	8,233	8,233	8,796	8,515
Service and demonstration projects:					
Special demonstration program	32,269	17,455	17,455	20,188	18,822
Supported employment projects	9,876	9,876	10,271	10,271	10,271
Recreational programs	2,588	—	2,588	2,775	2,682
Migratory workers	1,086	1,086	1,086	1,086	1,086
Projects with industry	18,765	18,765	19,516	19,925	19,925
Helen Keller National Center	4,938	5,198	5,198	5,500	5,500
Independent living:					
Comprehensive services	12,938	13,481	13,481	14,428	13,955
Centers	26,666	26,666	27,733	28,786	28,260
Services for older blind	5,827	5,827	6,060	6,060	6,060
Protection and advocacy for severely disabled	—	—	—	1,000	1,000
Training	31,110	31,110	32,354	36,000	34,177
National Institute on Disability and Rehabilitation Research	54,318	54,318	60,378	60,600	60,378
Technology assistance	14,814	20,000	20,000	23,000	21,500
Evaluation	988	988	1,488	1,000	1,000
TOTAL	**1,780,212**	**1,839,073**	**1,851,911**	**1,903,862**	**1,896,499**
VOCATIONAL AND ADULT EDUCATION [3]					
Vocational education:					
Basic grants	850,734	884,910	—	877,654	856,503
Tribally controlled post-secondary vocational institutions	—	—	—	3,600	2,440
Community-based organizations	10,850	10,850	—	14,000	11,711
Consumer and homemaking education	34,176	—	—	34,176	33,352
State councils	7,942	7,942	—	9,000	8,783
Tech Prep	—	—	—	20,000	63,434
National programs	23,014	23,014	—	28,276	24,681
Bilingual vocational training	2,959	2,959	—	2,959	2,888
Adult education	193,783	239,714	245,000	247,714	241,744
TOTAL	**1,123,458**	**1,169,389**	**245,000**	**1,244,879**	**1,245,536**
STUDENT FINANCIAL ASSISTANCE					
Pell grants	4,804,478	5,277,000	5,414,000	5,507,000	5,370,185
Supplemental educational opportunity grants	458,650	458,650	533,000	533,000	520,155
Work-study	601,765	601,765	600,000	618,750	594,689
Income-contingent loans	9,863	15,000	10,000	5,000	4,880
Perkins' loans:					
Federal capital contributions	135,129	—	160,000	140,000	156,144
Loan cancellations	15,700	—	—	—	—
State student incentive grants	59,181	—	60,000	70,200	63,531
TOTAL	**6,084,766**	**6,352,415**	**6,777,000**	**6,873,950**	**6,709,584**
GUARANTEED STUDENT LOANS					
TOTAL	**4,450,089**	**4,539,780**	**3,900,000**	**4,539,780**	**4,539,780**
HIGHER-EDUCATION PROGRAMS					
TOTAL	**623,544**	**657,648**	**763,616**	**785,592**	**762,638**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS					
TOTAL	**35,129**	**13,449**	**38,449**	**13,449**	**37,726**
EDUCATIONAL RESEARCH AND STATISTICS					
Educational research	50,557	61,322	61,322	66,322	60,506
Statistics	22,655	41,538	41,538	41,538	40,537
National Assessment of Educational Progress (NAEP)	17,084	18,866	18,000	18,866	18,411
National Board for Professional Teacher Standards	4,945	—	—	5,000	4,880
Educational reform evaluation	—	3,000	3,000	3,000	2,928
Education Summit followup	—	20,000	10,000	5,000	4,880
National council on educational goals	—	—	—	—	1,952
School-year extension study commission	—	—	—	—	976
TOTAL	**95,241**	**174,726**	**133,860**	**139,726**	**135,070**
LIBRARIES					
Public libraries:					
Services	82,505	—	82,500	85,970	83,898
Construction	18,900	—	18,900	19,693	19,218
Interlibrary cooperation	19,551	20,372	20,400	20,400	19,908
Training and demonstrations	855	855	1,000	1,000	976
Research libraries	5,738	5,738	6,000	6,000	5,855
Library literacy programs	5,365	8,365	7,000	8,365	8,163
College library technology	3,732	3,732	4,000	4,000	3,904
Foreign-language materials	—	—	1,000	1,000	976
TOTAL	**136,646**	**39,062**	**140,800**	**146,428**	**142,898**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,663	5,901	6,076	6,500	6,136
National Technical Institute for the Deaf	36,070	37,531	37,531	38,495	37,212
Gallaudet University	67,643	74,047	74,047	74,047	72,262
Howard University	182,446	185,446	200,036	195,336	195,215
TOTAL	**291,820**	**302,925**	**317,690**	**314,378**	**310,825**
DEPARTMENTAL MANAGEMENT					
Program Administration	273,303	331,000	331,000	331,000	323,023
Office for Civil Rights	44,572	49,900	49,900	50,900	49,185
Office of the Inspector General	23,110	25,800	25,800	25,800	25,178
Undistributed salary and expense savings	—	—	—	-5,000	-5,000
TOTAL	**340,985**	**406,700**	**406,700**	**402,700**	**392,386**
TOTAL, EDUCATION DEPARTMENT	**$24,724,220**	**$26,043,334**	**$25,082,051**	**$27,677,147**	**$27,428,292**
EARLY CHILDHOOD PROGRAMS [4]					
Head Start	1,552, 000	1,886,315	—	2,000,000	1,951,800
Comprehensive child-development centers	24,668	24,668	24,668	25,000	24,398
JOB TRAINING PARTNERSHIP ACT [5]					
TOTAL	**3,917,611**	**3,839,227**	**4,210,687**	**4,109,288**	**4,066,728**
INDIAN EDUCATION [6]					
Bureau of Indian Affairs programs, including B.I.A. schools	208,486	313,210	543,528	522,808	540,262
NATIONAL SCIENCE FOUNDATION [7]					
Education and human resources activities	204,000	251,000	285,000	322,350	322,350
ASBESTOS ABATEMENT [7]					
(Environmental Protection Agency)	50,000	—	54,000	48,050	51,500

Budget and E.D. Spending Bills Win Final Approval in Congress

Continued from Page 17

for poor working families, a supplemental credit for newborn infants, and a new credit to help offset health-insurance costs, which combined will be worth an estimated $18 billion over five years. And it authorizes $1.5 billion over five years to help states subsidize child care for families at risk of welfare dependency.

The deficit-reduction measure is expected to trim $40.1 billion from the fiscal 1991 projected deficit of $294 billion.

Over five years, the measure will raise an estimated $164.1 billion in taxes and cut military and domestic spending by $266.7 billion, including $1.8 billion from the Stafford Student Loan program.

Budget-Process Changes

The bill also provides for significant changes in the annual budget process, by establishing caps on separate military, international, and domestic spending accounts for three years. The caps will prevent the Congress from transferring unused military dollars to domestic programs, for example.

After three years, however, all three spending categories will have one overarching cap, and such transfers will be permitted.

In another change in budget procedures, the Interior Department appropriations bill approved by the Congress last month includes $210 million to "forward fund" several Indian-education programs next year. That would bring those programs in line with most Education Department programs, for which funds also are appropriated a year in advance.

Several of the tax provisions included in the reconciliation bill would affect school districts.

The bill increases the amount of earnings subject to the 1.45 percent Medicare tax from $51,300 to $125,000, and extends the Social Security payroll tax to all state and local government employees not covered by a government-sponsored pension plan.

It raises the fuel excise tax by 5 cents, to 14 cents a gallon starting Dec. 1.

In a change aimed at making the wealthy bear more of the burden of reducing the deficit, the bill limits itemized deductions by 3 percent of adjusted gross income over $100,000, and phases out exemptions for single taxpayers earning between $100,000 and $225,000 and joint taxpayers earning between $150,000 and $275,000.

The report that accompanied the final version of the bill spelled out an agreement between House Democratic leaders and the Congressional Black Caucus, in which the leadership pledged to seek funding increases over the next three years for education, nutrition, and housing programs.

The non-binding agreement specified construction at historically black colleges and support for guaranteed student loans. House Education and Labor Committee aides said last week they were unsure what other education programs might have been part of the pledge, which helped win votes for the overall package.

2nd
ANNUAL
ROCKY MOUNTAIN
OUTCOME-BASED EDUCATION
conference

CALL FOR PRESENTERS

The program planning committee of the Second Annual Rocky Mountain Outcome-Based Education Conference invites proposals for workshops, instructional sessions, topical panel sessions or round table discussions for the conference to be held June 30, July 1, 2, and 3, 1991 in Greeley, Colorado.

This will be a 2-tiered format with beginning and advanced sessions. We welcome all interested parties.

Please send: *proposal summary, title, objectives, format and outline (video or audio tape helpful)*; along with a SASE and daytime telephone number to:

F.L.I.T.E. 6
Shirley Henry-Lowe
811 15th Street • Greeley, Colorado 80631
303-352-1543 ext. 232
DEADLINE - DECEMBER 16, 1990

FLITE 6

Conservative Senators Kill Omnibus Education Bill

Continued from Page 17

Helms as the ringleader, and several senators pointedly denounced Mr. Helms on the floor, noting that he had been the sole "no" vote on more than one major education bill.

Senator Orrin G. Hatch of Utah, the ranking Republican on the Labor and Human Resources Committee, protested that Mr. Helms had removed his "hold" from the bill weeks earlier. An aide to Mr. Helms had said earlier that the Senator had agreed to do so in exchange for language barring the teacher board from establishing certification requirements for private-school teachers or home schoolers.

Obstacles to Passage

Some Congressional aides and Administration officials said they think the bill could have passed without the teacher-board provisions, but others think the opponents would still have blocked it.

A key Republican Senate aide noted that opponents also feared unforeseen results from the "deregulation" proposal and objected to some teacher-training provisions for some of the same reasons they objected to funding for the teacher-standards board.

Observers said the conservatives fear that giving a federal imprimatur to the board would be "a step down the slippery slope" toward national teacher-licensing standards, which they view as threatening to private schools and home schoolers, as well as to the notion of local control of education.

The Republican aide said some opponents argued that "professional development" programs for teachers and initiatives to help teachers transfer between states could lead in the same direction.

Victor F. Klatt, director of legislation for the Education Department, noted that opponents also objected to new spending.

"A lot of them have problems creating more federal programs just from a philosophical standpoint," he said.

Some Democratic aides faulted the Administration for not working hard enough to pass the bill.

"I can't believe a call from the President would not have done the trick," one aide said.

But Administration officials noted that many of them were lobbying hard, including Roger B. Porter, the President's chief domestic-policy adviser.

"Everyone knew the President wanted this bill," said Charles E. M. Kolb, deputy director of domestic policy.

Mr. Kolb suggested that House Democrats deserve much of the blame because partisan squabbling on the Education and Labor Committee prevented the House from acting on its bill until July and resulted in the large package that eventually took shape.

The Senate approved a bill more closely resembling the President's original bill in 1989, and had planned to consider literacy and teacher-training legislation separately.

Measure's Prospects

Most observers said it is highly unlikely that the package will be revived in the same form, but all agreed that many of its provisions will resurface in the next Congress.

Despite its controversial nature, most agreed that the teacher-board proposal is likely to reappear because its supporters are both adamant and powerfully positioned.

The Administration is expected to push the President's proposals again, and Senator Jeff Bingaman, the New Mexico Democrat who is the chief backer of a national-goals panel, said he is committed to that idea. Many of the teacher-training provisions could become part of legislation to reauthorize the Higher Education Act.

A Republican House aide said Representative Steve Bartlett, Republican of Texas, will try again to create a program to fund parental-choice initiatives, and that the "deregulation" proposal may have enough support to be revived—even if its sponsor, Representative Peter P. Smith, Republican of Vermont, loses his tight election battle.

But several observers speculated that the upcoming change in leadership on the House Education and Labor Committee could make agreement on an education package more difficult. They noted that Representative William D. Ford, the Michigan Democrat who is to replace Augustus F. Hawkins of California as chairman, is considered more sharply partisan than his predecessor.

Now That the Dust Has Settled: Education Bill Box Score

Continued from Page 17

secondary schools, and for out-of-school youths. Young people between the ages of 16 and 25 can also receive vouchers of up to $5,000 for each year of full-time service to be applied to educational costs.

- The reauthorization of the Stewart B. McKinney Homeless Assistance Act through 1993, HR 3789 and S 2863. The bill removes barriers preventing homeless children from attending school, and earmarks $50 million for the extra costs of evaluating and providing services for homeless children.
- The Copyright Remedy Clarification Act, HR 3045, which strips public schools and other state entities of their immunity from copyright lawsuits.

A coalition of education organizations had opposed the bill out of fear that it would spur copyright holders to seek damages for copyright infringement.

- The reauthorization of the asbestos-loan and -grants program, S 1893.

The bill authorizes $200 million a year for the program and directs the Environmental Protection Agency to tell schools that they are not required to remove asbestos. The bill also strengthens training requirements for asbestos workers.

- The Environmental Education Act, S 3176.

The measure establishes an office of environmental education at the E.P.A. to manage teacher-training programs, to award grants of as much as $150,000 to exemplary school-based environmental-education programs, and to distribute awards for excellence in environmental education.

The bill authorizes $5 million a year for the grant program.

- Measures that would expand current anti-drug education programs and strengthen drug-free school zones.

The provisions, which were included in an omnibus anti-crime bill, S 3266, would increase penalties for crimes committed in drug-free school zones, provide more money for training teachers, counselors, and other school workers, and authorize $15 million to expand DARE, an anti-drug program that brings police officers into the classroom.

J.T.P.A. Bill Dies

One major education bill, a wide-ranging omnibus package, met its death in the Senate late last month. *(See story, page 17.)*

Other education-related bills died for lack of time, including ambitious efforts to overhaul the J.T.P.A.

The Senate began work early in 1989 on a bill that would have given the training law a greater focus on youths and basic-skills competency. But a dispute over the funding formula held up S 543 for more than a year until a hasty, half-hearted effort was made to attach a compromise to an appropriations bill during the final days of the 101st Congress.

The House bill, HR 2039, approved earlier this year, was similar to the Senate bill. *(See Education Week, Sept. 12, 1990.)*

But its funding formula was different, and House lawmakers refused to agree to the last-minute compromise worked out among senators. There was no time for a conference, and the bill died.

Observers say it is hard to predict whether the next Congress will be willing to embrace similar reforms.

The retirement of Representative Augustus F. Hawkins, Democrat of California, who sponsored the House amendments, and the resignation of Secretary of Labor Elizabeth H. Dole, a strong Administration voice for the reforms, means both will be absent from next year's effort. The chief author of the Senate plan, Paul Simon, Democrat of Illinois, is up for re-election this week.

But rather than new faces, some observers said new J.T.P.A. plans may be dictated by changing economic conditions, as higher unemployment statistics reflect a renewed need for short-term training.

"This program has been one that has focused on unemployment numbers, and unemployment is definitely going up," said Larry Jones, associate legislative director for the National Association of Counties. "Members [of the Congress] pay attention to the winds of time, and I thing that's what we're in for over the next few months."

Other Bills Not Enacted

Other bills that died with the closing of the 101st Congress include:

- A measure that would have curtailed federal funding to states that did not prohibit the sale of tobacco to minors, HR 5041.

The bill, which died in the House, would have limited growth in federal aid to states that did not adopt such a ban. The bill would have also required stronger warning labels on cigarettes and would have prohibited advertisements for tobacco products within 750 feet of a school.

- Several bills that would have required schools in areas designated as "radon priority areas" by the E.P.A. to test for the gas, S 657, S 1689, and HR 3370.

The bills were adopted by the Senate but died in the House.

CAPITAL UPDATE

Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.

Legislative Action

Asbestos Abatement
S 1893

The Congress on Oct. 26 gave final approval to a bill extending the grant and loan program for school-asbestos control.

Copyright Immunity
H R 3045

The Congress on Oct. 26 passed a bill to strip public schools and other state entities of immunity from copyright suits.

Drug Education
S 3266

The Congress on Oct. 27 passed an anti-crime bill that would expand drug-education programs and drug-free school zones.

Environmental Education Act
S 3176

The Congress on Oct. 26 passed a bill to create an office of environmental education within the Environmental Protection Agency.

Federal Budget
Child Care
HR 5257, HR 5835

The Congress on Oct. 26 cleared HR 5257, a spending bill that provides an 11 percent increase for E.D., and HR 5835, a budget-reconciliation bill that includes child-care legislation and deficit-reduction provisions.

Homeless Children
HR 3789, S 2863

The Congress on Oct. 26 adopted a bill to extend the Stewart B. McKinney Homeless Assistance Act through 1993.

Math and Science Education
HR 996

The Congress on Oct. 26 approved legislation to create a variety of mathematics- and science-education programs.

Taft Institute
S 1939

The Congress on Oct. 27 authorized federal funding for the Taft Institute, which organizes seminars on government for precollegiate teachers.

Special Education
S 1824

President Bush on Oct. 30 signed into law the Education of the Handicapped Amendments Act of 1990.

Youth Service
S 650

The Congress on Oct. 27 gave final approval to a measure to encourage school-age children and young adults to take part in community-service programs.

MASTERPIECES OF SIMPLICITY

$E = mc^2$

know thyself

WINDSOR

ZERO

COLD NUCLEAR FUSION?!

Many of the great developments in human progress were great because they were simple.

The wheel, Einstein's theory, Beethoven's 5th, the pencil, the Apple II, were simple, and masterpieces. HARTS SYSTEMS LTD. designed **The Windsor School Administration System** to be simple. It must handle your school's needs of scheduling, attendance and grade reporting. But it must simplify these jobs, not complicate them.

Windsor using MS-DOS is the simplest and the least expensive school administration system available.

We think **Windsor** is a masterpiece.

If you want to be convinced, ask for our free Presentation Disk.

HARTS SYSTEM LTD.
302 - 1035 West 13th Avenue
Vancouver, B.C., Canada V6H 1N1
(604) 734-1119
FAX: (604) 734-9144

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 12 · November 21, 1990

© 1990 Editorial Projects in Education / $2.50

Florio To Consider Changing Unpopular Finance Law

N.J. Governor 'Gets Message' of Election Day

By Jonathan Weisman

Rebuked at the polls and feeling the heat in the streets, Gov. James J. Florio of New Jersey has put his plan to redistribute the state's education wealth on the negotiating table in an effort to save it from destruction.

The day after the state's most popular Democratic politician, U.S. Senator Bill Bradley, narrowly escaped re-election defeat, the Democratic Governor announced that he was willing to consider changes in the massive tax-increase and school-finance-reform package he pushed through the legislature last summer.

Those changes—sought by a powerful but deeply divided array of education and anti-tax groups—are likely to dominate the legislative agenda as New Jersey lawmakers resume their session this week.

The tax and school-finance plan's most vocal opponents say they see the Governor's move as a sign of weakening resolve, and predict its demise is around the corner.

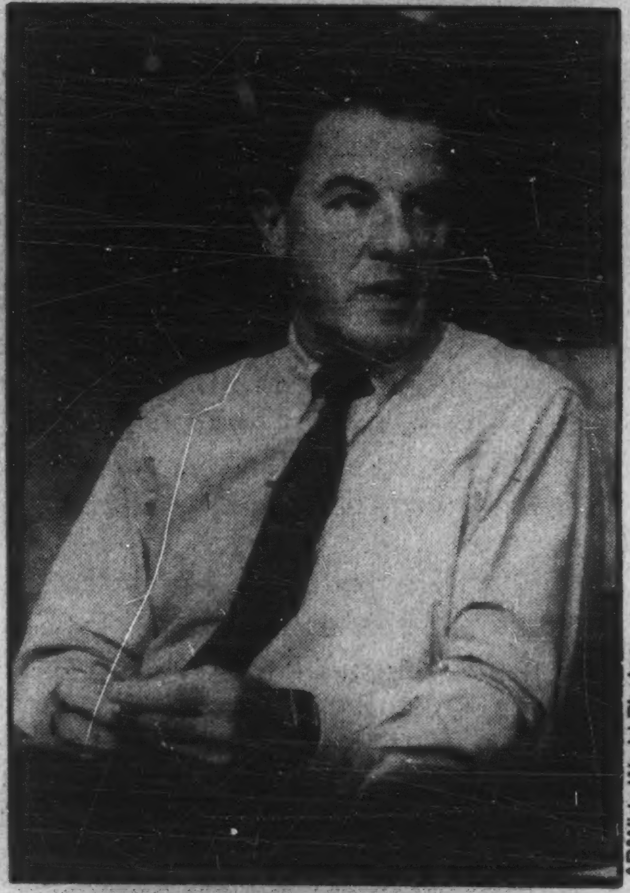
"I don't think it's going to last out the year," speculated Sam Perelli, state chairman of the United Taxpayers of New Jersey.

But Tom Corcoran, the Governor's adviser on education, rejected such contentions. "I don't think it's a retreat," he said last week. "It's just a recognition that a lot of people are unhappy with what we've proposed."

Moreover, education-policy analysts point out, any fundamental changes in the plan are likely to face major problems in the courts.

The law was passed in response to the New Jersey Supreme Court's June decision, in *Abbott* v. *Burke*, that the state had a constitutional obligation to raise per-pupil expenditures in its poor urban districts to the levels of its affluent subur-

Continued on Page 24



AP/Wide World Photos

Gov. James J. Florio's poll ratings have plummeted in the wake of tax hikes and a shift in state aid to schools.

Ground-Breaking Voucher Program In Wis. Rejected

Impact Is Not Clear, But Appeal Is Likely

By Millicent Lawton

In a narrowly focused decision, a state appellate court in Wisconsin last week struck down the Milwaukee public schools' ground-breaking parental-choice program.

The 24-page ruling, considered certain to be appealed to the state supreme court, hinges on the method used by the legislature to enact the controversial program offering certain low-income parents state-funded vouchers for the private education of their children.

The decision by the Fourth District Court of Appeals, which will not be final until 30 days have passed, left uncertain whether the nearly 400 children now attending nonreligious private schools under the plan would face a return to public schools.

"It's not entirely clear" whether the program may still operate, said Robert J. Paul, chief legal counsel for the Wisconsin Department of Public Instruction.

"There are all kinds of possible scenarios" for the fate of the program in the current school year, he said. Among the unresolved issues, Mr. Paul said, was whether state Superintendent of Public Instruction Herbert J. Grover—a staunch opponent of the program—would make a quarterly payment to the participating private schools that is due this month, before the close of the 30-day window.

But even members of the coalition that has sought to overturn the plan—including most major public-education groups in the state and the Milwaukee chapter of the National Association for the Advancement of Colored People—said they did not want to see the participating children's schooling interrupted.

"We aren't advocating that children have their lives disrupted," said Richard Collins,

Continued on Page 24

NAEP Unveils National Math Achievement Standards

By Robert Rothman

WASHINGTON—The National Assessment Governing Board late last week unveiled what could become the first set of national standards for student achievement in mathematics in grades 4, 8, and 12.

The 12-page report, presented to the board by an ad hoc panel that met last summer to draw up the standards, outlines what students at the "basic," "proficient," and "advanced" levels of achievement should know and be able to do at each grade level.

If the board approves the document, it will report the results of the 1990 National Assessment of Educational Progress mathematics assessment—the first to include state-level performance data—by comparing students' actual performance against the standards. In the past, NAEP has simply described how students performed on the assessment.

"We believe N.A.G.B.'s effort is one of the most important ever undertaken to describe what American students ought to know and be able to do in key grades," said Roy E. Truby, the board's executive director. "It should also increase greatly the usefulness of NAEP survey results as a yardstick of educational achievement."

Mary Lyn Bourque, assistant director of the N.A.G.B., called the panel's recommendations "good, solid standards" that reflect what the board had intended when it agreed in May to set them.

"They said 'proficient' means demonstrating competency over challenging subject matter," she said. "The panel tried to find challenging subject matter in the assessment, and set standards at that level."

A federally funded project currently operated by the Educational Testing Service under contract to the Education Department, NAEP has since 1969 tested a national sample of students in reading, writing, math, science, and other subjects.

In 1990, for the first time, NAEP also conducted a pilot state-level assessment in 8th-grade math in 37 states and the District of Columbia. The results of that assessment, expected to be released next June, will provide the first state-by-state comparisons of student-achievement data.

The plan to set achievement levels, adopted by the governing board in May, was aimed at making the data more useful for the public and policymakers, board members said.

Continued on Page 10

Parents as Partners:

Adding Their Voices to Decisions On How Schools Are Run

Bill Stamets

Part 4 of a special series on parent involvement in education begins on page 11.

College-Enrollment Trends for Black Males 'Less Extreme' Than Thought, Study Says

By Mark Pitsch

The widely reported plummet in the number of young black men attending college is in fact largely a statistical anomaly caused by the increasing number of white women who opt for higher education, a new study by the RAND Corporation contends.

The study, issued last week, argues that a substantial increase in the number and rate of traditional-age white women attending college in the 1970's and 1980's has created the appearance of a sharp drop in the college-enrollment rate of black males.

Moreover, while the number of traditional-age white college students has remained stable since the mid-1970's, the study says, the total number of whites between ages 18 and 24 has declined, creating a rapid rise in the enrollment rate. The fluctuations in the enrollment rate of blacks over the same period mirror an increase, and subsequent decline, in the total number of blacks in that age group.

"In some respects, enrollment trends have been particularly negative in recent years for black males," the study says. "Yet across an array of measures, this pattern is both less clear-cut and less extreme than many observers apparently believe."

Attributing the growing gap in enrollment between blacks and whites to trends among black men is "clearly inaccurate," the report says. "On the contrary," it states, "the divergence between blacks and whites

Continued on Page 10

Also in the news

5 **Grant for Goodlad**
The researcher wins $1.25 million from Exxon to help spur reforms in teacher education.

5 **L.A. Brawl**
A report on shared decisionmaking has stoked hostilities between union and district officials.

21 **Medicaid Muddle**
New federal mandates may well cost already-strapped states $3 billion over the next five years.

IN SUMMARY

Rules Causing Static
The Federal Communications Commission's set of proposed rules for a newly enacted law regulating children's televison is already bringing static from backers of the provision. **Page 4.**

Setting Goals for Cities
The leaders of big-city schools last week agreed on a plan for meeting a series of national goals and to sponsor an urban education summit next year in Washington. **Page 6.**

The Bishops Speak
The nation's Roman Catholic bishops last week endorsed a sweeping document discussing the future of Catholic schools and issued detailed guidelines on sex education. **Page 8.**

Creationism in the Classroom
A federal appeals court has upheld a lower-court ruling that teachers do not have a constitutional right to ignore directives from school officials in order to teach creationism. **Page 9.**

Status Quo in the States
Although six governors went down to defeat in this month's elections, neither political major party made significant gains in state legislatures across the nation. **Page 21.**

Ending Racial Isolation
A Connecticut state panel has issued a call for a series of desegregation measures for schools that include state funding for two-way interdistrict student transfers. **Page 22.**

Centers Grants Awarded
The University of California at Los Angeles has been awarded $14.3 million to continue operating a federally sponsored research center on assessment, evaluation, and testing. **Page 25.**

Appointments	**30**
Books	**29**
Colleges	**7**
Commentary	**28 and 36**
Deadlines	**30**
Events	**30**
Federal File	**25**
Marketplace	**31**
State Journal	**21**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 12.

ACROSS THE NATION

STATES

West Virginia High Court Overturns Statewide Strike Injunction

An injunction issued by a lone circuit-court judge ordering striking teachers across West Virginia to return to their classrooms last March was illegal, the state supreme court has ruled.

Handed down this month, the unanimous ruling by the state's highest court said Kanawha County Circuit Judge John Hey had overstepped his jurisdiction when he issued the injunction against striking teachers statewide.

State officials said they had sought a statewide order from the single court so that each school board in the state would not have the expense of filing an individual suit. The West Virginia Education Association subsequently sued to block the injunction.

Noting that this action settled the last outstanding issue in the 11-day strike, William B. McGinley, general counsel for the teachers' union, said the ruling "upholds the notion that decisions concerning injunctions must be made on a county-by-county basis and the state superintendent should not inject himself into the local employment relationship to that extent."

State Superintendent of Schools Henry Marockie said that although the decision puts to rest the current issue, it opens debate about future legal actions the state might take on issues affecting more than one county.

■ **Texas schools that improved their scores on standardized tests will share nearly $8 million in bonuses,** Gov. Bill Clements announced recently.

Incentive awards ranging from $10,000 to $100,000 will be given to 279 schools, state officials said. The bonuses can be used at schools' discretion as long as the money is not earmarked for salary increases or athletics.

Schools were judged on their students' gains on the Texas Educational Assessment of Minimum Skills. Results of college-entrance examinations were also considered in making awards to high schools.

The awards, proposed by Governor Clements last year and established by the legislature, require each winning school to empanel a committee to decide how the bonus money should be spent. The program also will provide about $2 million for incentive awards this spring based on schools' effectiveness in reducing the number of dropouts, officials said.

In addition to the cash awards, the Governor's Educational Excellence Awards for Gains in Performance also recognized 374 schools for exemplary performance. Those schools, presented with citations, were recognized for having average test scores at least 10 percent above the state average on the state assessment.

Texas officials said that although this year's awards were based on state test scores, in the future the criteria will include such factors as attendance, parental involvement, graduation rates, and national test scores.

■ **Kentucky's higher-education council has moved to modify college-entrance requirements in an effort to get more high-school students into higher-level courses.**

The requirements, which will take effect in the 1994-95 school year, will not alter the number of credits needed to enter a state college or university, but will force students to take algebra II and biology. Those courses are now considered electives and are often replaced by general mathematics and science courses, said Michael Gardone, the council's deputy executive director for academic affairs.

Beginning in the 1992-93 school year, the state also will begin lowering the number of exceptions it allows under the entrance rules, from 20 percent of all admissions to 5 percent by the fall of 1994. The requirements do not apply to students enrolling at the state's community colleges.

In accepting the modifications, some council members warned that the stiffer requirements could hamper black enrollments at the University of Louisville, where two-year programs are more limited than at other state colleges. But Mr. Gardone added that officials are studying the Louisville situation and are prepared to work out accommodations.

Kids Know Bo

AP/Wide World Photos

Ashley Morris, a 2nd grader at Robert Stevenson Elementary School in Burbank, Calif., gets a hug from the professional football and baseball player Bo Jackson during a recent filming of a "Donahue" show. She and Kevin Nguyen, background, won an "I want to meet Bo Jackson" essay contest.

DISTRICTS

First Parents Convicted Under Chicago Truancy Crackdown

The parents of a Chicago high-school student are the first to be convicted under a stepped-up anti-truancy program in the district and could go to jail if their son misses any more school.

Anetha and Willie Dorsey were sentenced this month to a year of court supervision and could be jailed for up to 30 days and fined up to $500 under Illinois law if their 15-year-old accumulates any more unexcused absences from Amundsen High School.

The Dorseys are the first parents convicted under a year-old partnership between schools and the Cook County state's attorney's office to improve attendance, said Robert Portman, the department's chief executive officer. Jail time for parents is not the goal but a "last resort," he said.

The 9th grader, whose first name the district declined to release, missed 80 of the mandatory 180 days last year and about 18 days so far this term, said Pauline Tarvardian, assistant principal for attendance at Amundsen.

Repeated warnings, letters, and offers of assistance and counseling went unheeded by the Dorseys, Ms. Tarvardian said.

Since the anti-truancy program began last year, attendance among the mostly middle-class student body has improved to about 90 percent from last year's average of 74 percent, Ms. Tarvardian said.

■ **A federal appeals court has ruled that Cincinnati school officials do not have to provide a special, school-based program for a severely handicapped 11-year-old.**

The child is legally blind and functions at the level of a 1-month-old as the result of brain damage she incurred at the age of 2. The girl had been receiving five hours a week of home instruction from the school district, but her mother, Roxanne Thomas, had gone to court in an effort to have her daughter placed in a more intensive, school-based program with other severely handicapped pupils. She filed suit in 1984.

The Nov. 6 decision by U.S. Court of Appeals for the Sixth Circuit overturned a lower-court decision in favor of Ms. Thomas. The three-judge panel said school officials were fulfilling their obligations under federal special-education law because the child was benefiting from home instruction.

Michael Mooney, a lawyer for Ms. Thomas, said the family had not decided whether to appeal the ruling.

■ **A former high-school football player in Cleveland who was seriously injured during practice in 1985 has sued his high school and the manufacturer and reconditioner of his helmet.**

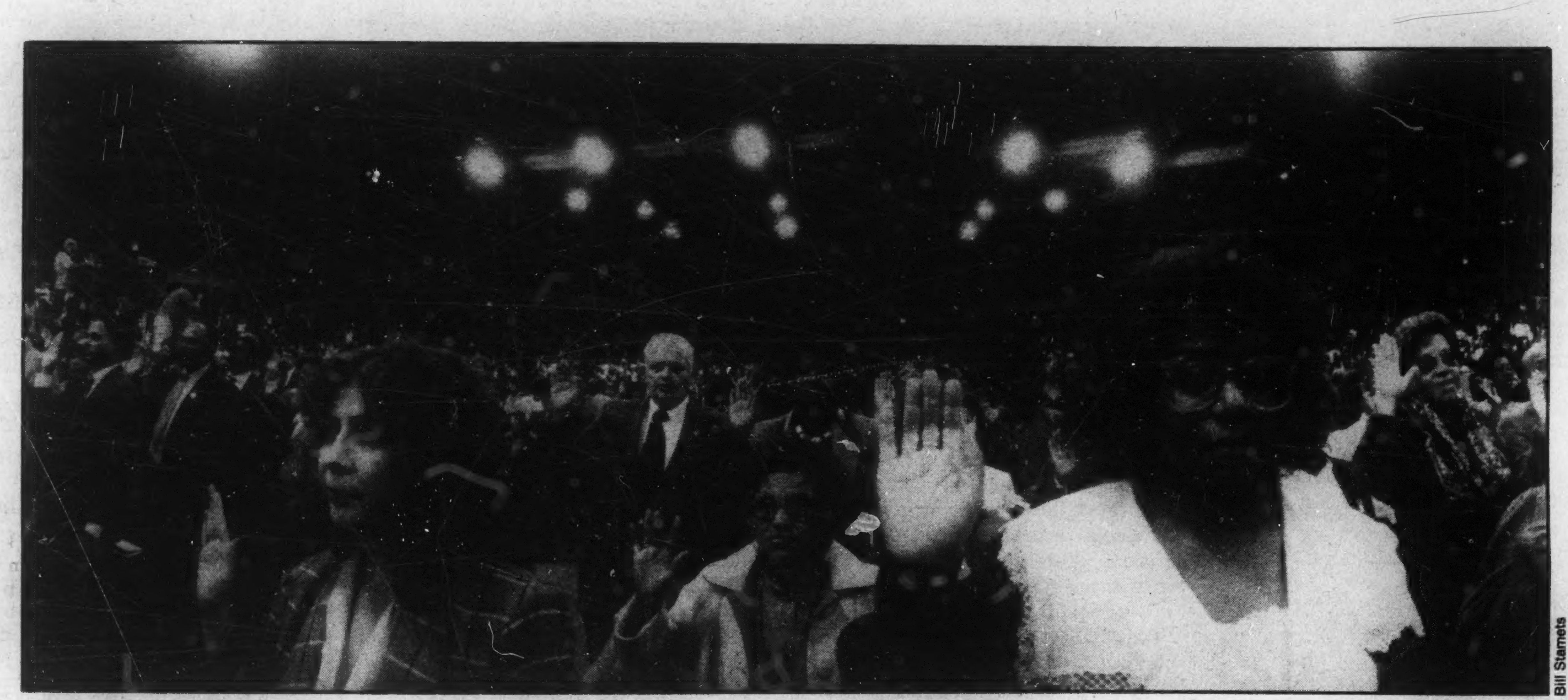
James P. Greene, a former defensive linebacker for the Madison High School football team, filed the lawsuit last month in Lake County Common Pleas Court against the school, Bike Athletic Equipment Company of Knoxville, Tenn., and Medalist Industries Inc. of Elyria, Ohio.

Bike manufactured, and Medalist reconditioned, the football helmet that Mr. Greene's lawsuit claims was insufficiently padded, resulting in his injuries when he was hit head-on during a practice in 1985.

Mr. Greene, who was 16 at the time, was in a coma for three days and underwent brain surgery to remove a blood clot. He has

PARENTS as Partners

Adding Their Voices to Decisions on How Schools Are Run



More than 3,000 parents were among the approximately 6,000 people sworn in as members of local school councils in Chicago a year ago.

Last in a Series of Special Reports

By William Snider

Tired of being left on the sidelines, a growing number of parents are asserting their voice on school-governance decisions once left solely to educators.

The most prominent example is in Chicago, where parents in 1988 gained a controlling majority on local school councils that have the power to develop educational targets and then fire principals who fail to meet those goals.

Since then, Chicago-style proposals have surfaced in several other urban districts, driven in part by the demands of poor and minority parents who feel they have been left out of the decisionmaking process.

In June, the Seattle Board of Education mandated that parents, citizens, and students constitute at least half the members of new school-based management teams that will have broad leeway in setting budgets, developing curriculum, choosing instructional materials, and evaluating employees.

In Boston, parent activists are pushing for greater control over the hiring and firing of principals.

Lawmakers in several states, meanwhile, have been asked to mandate increased parent involvement in school decisionmaking.

A proposal in the Ohio legislature would give parent- and teacher-led councils in eight urban districts significant responsibility for governing their schools. And lawmakers from Houston asked the Texas legislature this year to begin considering a reform plan that would give parent-led boards in that district some of the same sweeping powers enjoyed by Chicago's school councils.

Parents will also play a role on school-based decisionmaking teams in Kentucky as a result of that state's new reform law. By 1996, every school in the state will be required to have a six-member school-based management team—including two parents—that will have broad responsibilities in such areas as staff hiring, curriculum design, and scheduling.

Indeed, the burgeoning movement to decentralize school governance—by shifting more decisions to the school site—has given parents a new vehicle for making their voices heard through participation on school-based management teams.

Nonetheless, parent involvement in developing school policies and procedures remains highly controversial.

"It's a turf issue," says Anne Henderson, an associate with the National Committee for Citizens in Education. "When it comes to how the schools should be governed, the discipline policies, the curriculum, and so on, educators generally tend to feel those are professional prerogatives."

Cautions Albert Shanker, president of the American Federation of Teachers and a leading proponent of moving more decisionmaking authority to the school site: "Teachers need much less interference from the outside, not more."

David S. Seeley, a professor of education at the College of Staten Island, City University of New York, argues that Chicago was an exception that will not be easily duplicated elsewhere.

Continued on Page 12

Despite Questions Over Turf, More Parents Are Helping Develop School Policies, Practices

Continued from Page 11

"Parents are not going to get power by 'storming the Bastille,' " he says. "The schools will always win, because they have the full-time professional manpower and expertise to fend off challenges."

Despite such opposition, many predict that the time for greater parent involvement in school policies and practices has arrived. There is evidence, for example, that educators, recognizing the importance of parent involvement to a child's academic success, are increasingly willing to consult with parents, although they remain reluctant to give them actual power.

And, as advocates point out, parents are the natural representatives of education's primary clients: children.

"Who has the strongest self-interest in ensuring that schools serve kids?" asks Donald Moore, executive director of Designs for Change, a research and advocacy group in Chicago. "Our answer to that question is parents."

"If teachers don't succeed," he adds, "they don't face the immediate consequences in the same way that parents do."

'Learning To Trust And Respect Each Other'

Many educators are not pleased by the prospects of an increased role for parents in school decisionmaking.

Surveys indicate that educators are far less receptive to the idea of parents as decisionmakers than they are to traditional forms of parent involvement that limit parents to support roles.

The 1987 Metropolitan Life Survey of the American Teacher found, for instance, that only 26 percent of teachers favor "involving parents on a management team to determine school policies," and an even smaller proportion—18 percent—favors "placing parents on committees that decide the curriculum of the school."

Many educators believe that the drive by parents and other lay people to exert more control over schools belittles their years of training and experience and reflects the low esteem in which the education profession is held.

Joe See, a teacher in Independence, Ohio, expressed these sentiments recently in an essay prompted when his dentist mentioned that he had been elected chairman of a local citizens' advisory committee. Mr. See's remarks were printed in *The Plain Dealer* in Cleveland.

"Through much of America's past," he wrote, "the schoolteacher has been viewed as simple, slightly silly, and marginally competent, properly indentured to the caprices of a community. Since educators as a group never came to be granted much implicit deference or professional latitude, beneath the surface of many people's mind lies the suspicion: 'I could teach as well as most of them.' "

"Probably I ought to have laid hands on my dentist friend, gripped his protruding nose in my left hand and his chin in my right, backed him into his own reclining chair and pried open his mouth," the teacher continued. "I'd have explained altruistically yet forcefully that I was conducting a much-needed investigation of local dental conditions and standards. In short order he'd learn how expertly I wield those sharp little probes and hooks and spear-points upon his own choppers."

Says Charles L. Glenn, a state official who wrote guidelines for parent involvement in Massachusetts: "Many education leaders secretly believe that parents don't know what's good for their kids."

"And to the teacher," he adds, "the parent appears as an unpredictable and uncontrollable element—a force which endangers and may even destroy the existing authority system over which she has some measure of control."

Seeking an Increased Voice

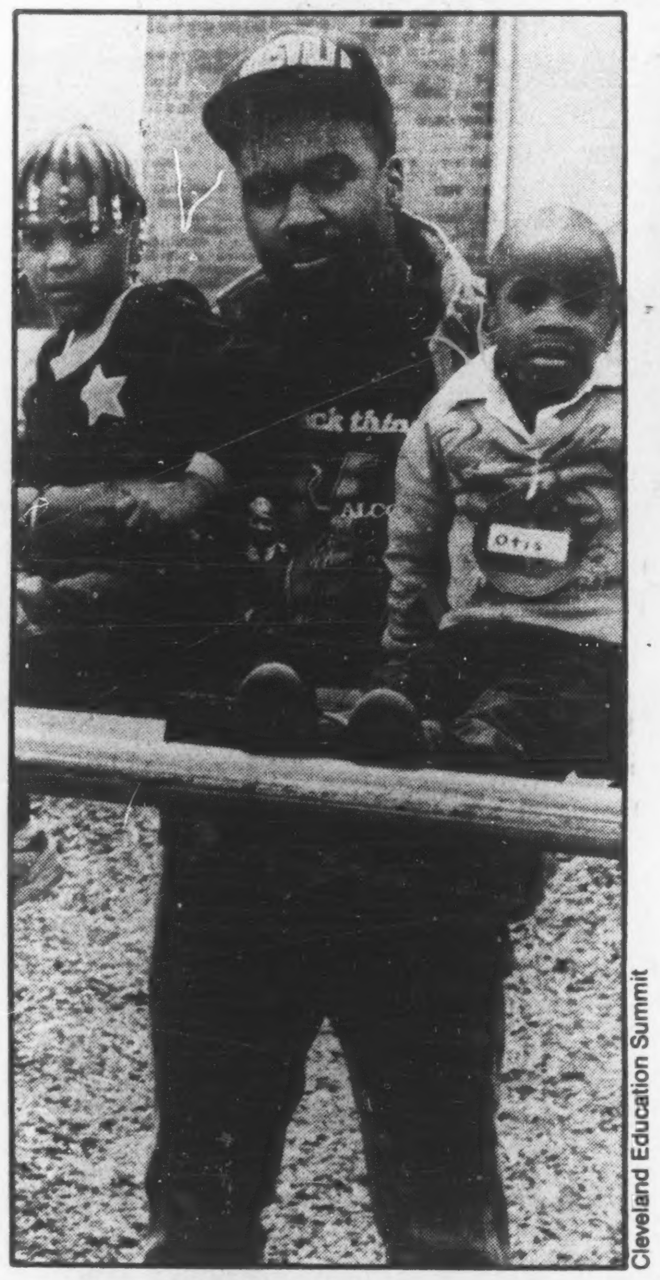
Parents, on the other hand, generally favor gaining an increased voice in school affairs, several surveys have found.

The Metropolitan Life survey found that a slight majority of parents—51 percent—believe that parents should participate on management teams that determine school policies, and that 47 percent would like to see parents involved in shaping a school's curriculum.

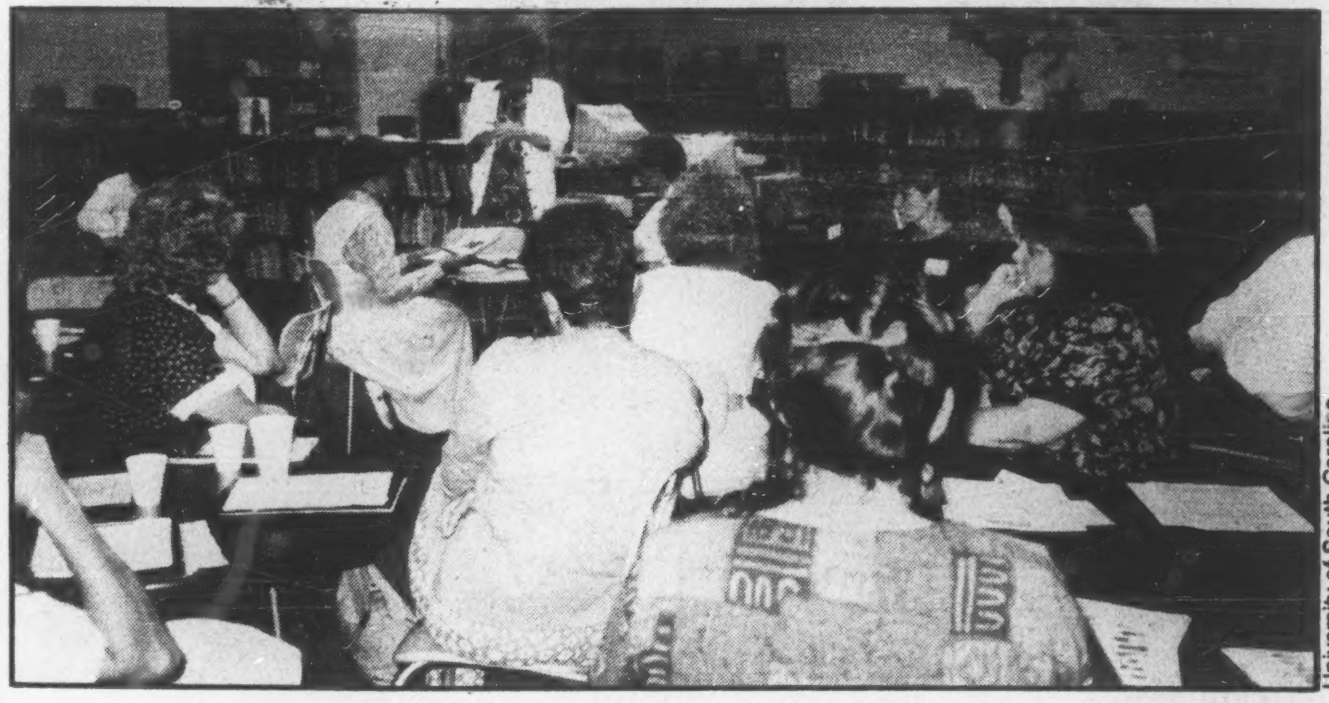
The 1989 Gallup Poll of the Public's Attitudes Toward the Public Schools found that 59 percent of parents believe parents should have more say over the allocation of school funds, and 46 percent believe they ought to have more say over the selection and hiring of administrators.

"I believe parents do have a right and a responsibility for a formal role in the governance of schools," says Ann T. Lynch, president of the National PTA. "I don't believe it should be the predominant role, or that parents should have a majority vote, but I think they should be represented at the school-building level."

Advice from parents "oftentimes is not well received," she says, "but if it comes through a structured process, it is much



Cleveland Education Summit

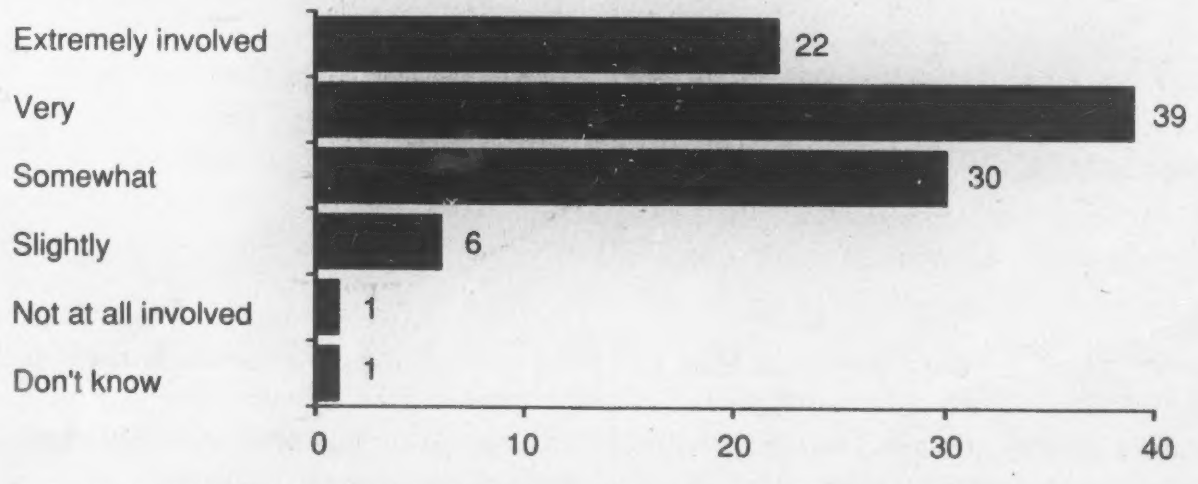


University of South Carolina

Evidence is mounting that educators, recognizing the importance of parent involvement to a child's academic success, are increasingly willing to consult with parents. In Cleveland, above, a parent volunteer helps out at his child's school. In South Carolina, parents on school councils receive training.

Parent Involvement In Curriculum Issues

To what extent do you believe parents should be involved in creating and modifying a school curriculum?



Base: Household heads with at least one child in grades K-12

Source: The PTA/Dodge National Survey, Newsweek Inc., 1990

Who has the strongest self-interest in ensuring that schools serve kids? Our answer to that question is parents.

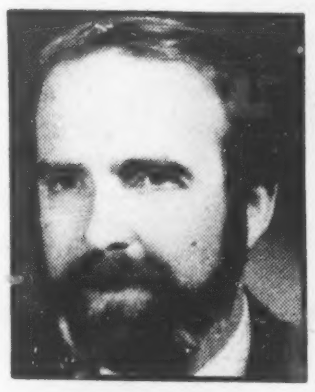
—Donald Moore

Parent involvement is a continuum, and advocacy is the highest level, the most difficult to achieve.

—Nancy Honig

If advice from parents comes through a structured process, it is much more organized, much more valid.

—Ann T. Lynch



Parents are not going to get power by 'storming the Bastille.' The schools will always win.

—David S. Seeley

more organized, much more valid, and parents can see the result."

"All parents care about their child's education," she adds, "but if nobody seems interested in what they think, their involvement level drops."

One of Many Roles

Although researchers, advocates, and others agree that becoming involved in school decisionmaking is one way for parents to interact with the schools, they disagree over how much emphasis should be placed on such an advocacy role.

The late Ira J. Gordon, whose research is often cited by parent advocates, depicted the various forms of parent involvement—including decisionmaker, volunteer, adult learner, and parent as teacher—as spokes in a wheel.

The wheel analogy implies equivalence between the roles, he said, not a hierarchy.

Different parents will prefer to participate in different ways, he said, but "what is important is that there be parents playing all of these roles in order for the wheel to turn efficiently."

Joyce L. Epstein, director of the Effective Middle Schools Program at Johns Hopkins University, agrees that "parent representation in school governance is an important part of a comprehensive program."

"In practice, as we work with schools," she says, "what we see is that, when parents have a voice, it helps teachers become more aware of parent perspectives and see how they can use other types of parent involvement."

Nancy Honig, president of the Quality Education Project, which has established parent-involvement programs in California and Mississippi, argues that "parent involvement is a continuum, and advocacy is the highest level, the most difficult to achieve."

"You have to get parents communicating and comfortable with the school," she says, "then they'll learn its structure and how they can help support it, and then you can get to advocacy."

"It's very naïve to say that if you want to have parental involvement, just get them involved in governance," Ms. Honig says. "If you don't follow a logical process, you're going to have chaos."

Building a Partnership

Ms. Henderson of the National Committee for Citizens in Education says one of the benefits of giving parents a substantive role in the schools is that it helps parents and teachers "learn to know one another and to trust and respect each other."

"It's much harder not to like and trust someone you know," she says.

The N.C.C.E. has been helping restructure seven schools in Community District 15 in Brooklyn, N.Y., through school-based committees.

"The more that parents felt they were partners in what was going on, the more successful that school was," the district's superintendent, William P. Casey, says.

"I don't know how anybody in education can discount the importance that parents can have in making schools work," he adds. "It's just common sense."

Experts also agree that parents are often in the best position to identify barriers to parent involvement and suggest ways that school officials can encourage more parent participation.

A few months ago, for example, a districtwide parent advisory committee in Indianapolis pointed out to officials that a proposed new report card for the system's junior high schools did not include a space for a parent's signature.

Committee members reminded the dis-

Continued on Page 16

Role of Parents in School Decisions Long Debated

By William Snider

The debate over the role of parents in school governance is closely related to the centuries-old debate over lay versus professional control of education.

The first schools in many American communities relied heavily on parents, who often hired teachers and shared responsibility for their room and board.

But, from the earliest years of the Republic, political leaders questioned the wisdom of giving parents control over their children's education, Charles Leslie Glenn Jr. writes in *The Myth of the Common School.*

He notes that Samuel Harrison Smith, editor of the *National Intelligencer*, the official paper of the Administration of Thomas Jefferson, won an essay contest in 1797 on the need for a national system of education by denouncing what he perceived as the negligence of parents toward their children's intellectual and moral development.

"It is the duty of a nation to superintend and even coerce the education of children," the editor wrote. "[H]igh considerations of expediency not only justify but dictate the establishment of a system which shall place under a control, independent of and superior of parental authority, the education of children."

Mr. Glenn notes, however, that such a philosophy did not gain wide currency until after 1837, when the Massachusetts legislature created a state board of education and named Horace Mann, then president of the state Senate, to be its first secretary.

Mann used his position to warn of the dangers of an uneducated and unenlightened citizenry and to argue for uniform and universal public education.

He and his like-minded contemporaries, Mr. Glenn writes, "found in Prussia the model they were looking for: centralized state action to assure that all children received a centrally prescribed education in the interest of national unity and economic progress."

Critics of Mann's position, including Marcus Morton, elected Governor of Massachusetts in 1838, questioned the wisdom of allowing the state to assume too much influence over education.

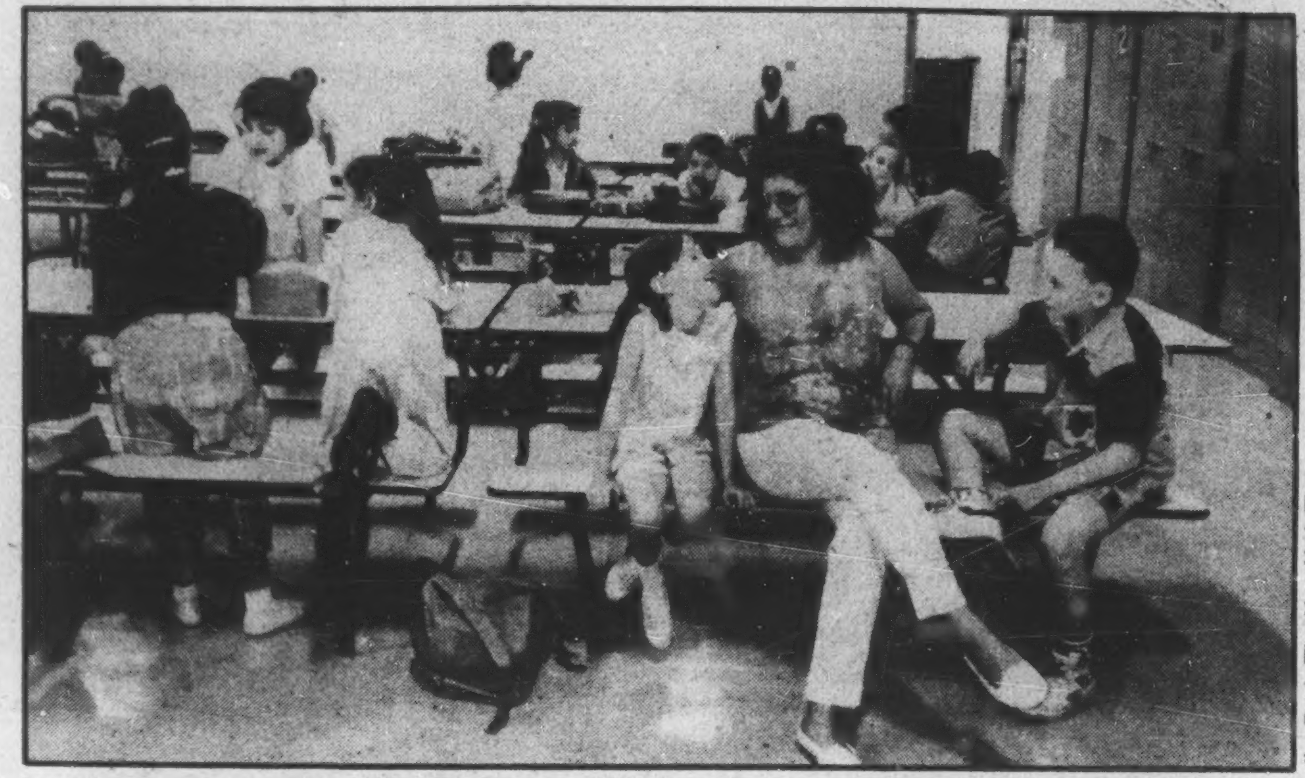
"The more immediately [schools] are brought under the control of those for whose benefit they are established . . .," the Governor intoned in his inaugural address, "the more deep and active will be the feelings engendered in their favor, and the more certain and universal will be their beneficial agency."

Nevertheless, within a few decades, Mr. Glenn notes, the Prussian model of compulsory attendance, state-controlled training and appointment of teachers, and state prescription of curriculum, had taken root.

Consolidation of Control

Mr. Glenn and other modern historians contend that Mann and his contemporaries were motivated not so much by a benevolent interest in the welfare of children, as by the fear that the values and beliefs of immigrant and poor families would predominate if not assimilated and controlled.

For a long time after their ideas became popular, school governance remained decentralized, even in the nation's rapidly growing urban areas, allowing parents and communities to exert considerable control over their schools.


Jim Estrin/The New York Times

Janitzia Corales-O'Neill, with her children, Carla and Eric, is one of several parents who, two years ago, won permission to establish an alternative public school in New York City.

Ethnic, religious, and other organizations representing parents vied with business, political, and labor leaders over such controversial issues as the content of the curriculum, the amount and kind of religious instruction to be provided, and whether instruction would be offered in the languages of immigrants.

By the late 19th and early 20th centuries, however, professional educators had managed, with the help of a new generation of reformers, to consolidate their control over the governance of the schools.

"Decentralized, ward-based, patronage-focused, lay-controlled school boards were gradually replaced by centralized, city-wide, professionally directed, reform-oriented boards," Paul E. Peterson writes in *The Politics of School Reform 1870-1940.*

David B. Tyack, in *The One Best System, A History of American Urban Education*, argues that educators of this era preferred a business model for education partly because they did not want to have to cater to the wishes of parents.

And outside of urban areas, a widespread belief that small school districts were inefficient fueled pressures for districts to consolidate.

"Population dynamics, combined with school-district consolidations, transformed locally controlled institutions into the bureaucratized systems we have today," says James Guthrie, professor of education at the University of California at Berkeley and director of Policy Analysis for California Education.

Between 1930 and 1972, he says, the enrollment of the average public-school district grew from 200 students to almost 3,000 students.

At the same time, he says, an average school-board member represented only 250 students 60 years ago; by 1972, each represented more than 2,000 students.

Community-Control Movement

The unresponsiveness of such large school bureaucracies came under attack in a number of cities during the 1960's, in what is now known as the "community-control movement."

The movement reflected rising dissatisfaction with the quality of education in some of the nation's largest urban districts, and was fueled by the frustration felt by many blacks toward the slow pace of integration in their schools.

In New York City, where the movement reached its peak, it was sparked by the board of education's inability to meet its promise to open P.S. 201, in East Harlem, as an integrated school.

Charging that both the school board and teachers' organizations were insensitive to the needs of the city's minority population, the minority community backed away from its demands for integration and developed a new rallying cry: "At least let us control the schools that are going to be in the ghetto," recalls David S. Seeley, a professor of education at the College of Staten Island, City University of New York, who served as education liaison to Mayor John Lindsay of New York.
black leaders against the school board and teachers' groups, the New York legislature approved a compromise plan that divided governance between a central board and 32 community districts.

"Most community-control forces viewed the legislation as a defeat," Mr. Seeley says. "They said it was a trick bag, not community control."

In recent years, some of the community districts have been plagued by problems of patronage and corruption, leading to calls for a fundamental overhaul of the decentralization law. A state task force created by the state legislature in 1988 is scheduled to release its recommendations for revamping the system within the next few months.

Some backers of the current system believe that it would work better if more parents were elected to the community boards, which in the past have typically been controlled by candidates backed by unions and local political parties.

"Parents are essential to effective school boards, because they have the most self-interest to want the schools to work well," says Judith Baum, who coordinated a drive that succeeded in getting more parents elected to the community boards in 1989.

While the current drive to empower parents has its roots in the community-control movement, Mr. Seeley says, that label is no longer being applied.

"What's happening is often the way that social movements work," he says. "First, there is a challenge to the existing power structure, but it successfully defends itself for the moment. Then, when things change enough, it begins to take hold."

The racial tensions that made the community-control movement seem a hostile and aggressive force have eased, he says, and educators are beginning to acknowledge that they cannot do the job alone.

And now, he says, "the failure of the schools is not just a cause for poor black parents; it's become a major pressing issue for business people, for governors, for a host of potential allies." ■

State Programs Spur Involvement in Decisionmaking

Continued from Page 13

trict that "parent involvement at the junior-high level usually goes down anyway," says Izona D. Warner, a parent-involvement consultant who has worked for the district for the past 11 years. "One way the system helps it go down is by not requiring those parents to review and sign the report cards."

"The system does listen" to such advice, she says.

Empowering Minority Parents

James P. Comer, the Maurice Falk Professor of Psychiatry at Yale University, argues that parent empowerment is particularly important in schools that serve low-income and minority communities.

Most of the teachers who work in these schools are unprepared by their own life experiences to understand the cultures and problems of the families they serve, he says. They tend to view the lack of parent involvement as an indication that the parents simply are not interested in education, rather than as a function of the social and economic pressures on families.

The parents, in turn, tend to view school as an inhospitable and unwelcoming place, he says. Some base their views on their own negative experiences in school, while others perceive schools as part of a larger power structure that is unresponsive to their needs.

Dr. Comer advocates including parents on school-based management teams as part of a comprehensive effort to build a partnership between schools and families.

In his model, a site-based management team is "a place where staff and parents interact with each other in ways where they come to appreciate each other as people with the same goals, and where the differences can be minimized and become unimportant," he says.

"Although all children benefit from positive social relationships," he says, "children from families under greater stress are least likely to develop fully and achieve at an adequate academic level without significant parent-school collaboration."

His model produced significant gains in student achievement in two New Haven, Conn., schools, and is now being used in more than 100 schools nationwide.

Last spring, the Rockefeller Foundation announced that it would spend several million dollars over the next several years to disseminate Dr. Comer's work even more widely.

'A Long-Term Process'

Few studies have attempted to examine the effects of allowing parents to participate in school governance, and the findings they offer are inconclusive and sometimes raise more questions than they answer.

Some studies of site-based management suggest that involvement in these activities diverts parents' and teachers' attention from a school's chief mission: teaching and learning.

But advocates of parent empowerment insist that the complexity of relationships between school governance and student achievement precludes identifying specific causal factors. For example, they say, researchers have also been unable to document any relationship between learning and whether a school board is appointed or elected.

"It shouldn't be expected that [parent empowerment] would show a direct and dramatic effect on student achievement," Ms. Epstein of Johns Hopkins says.

"It's a longer-term process," she says. "A decision a committee or a school board makes one year about the curriculum or a new discipline policy, if implemented appropriately, might have an impact on student achievement a year later."

In the short term, she adds, parent empowerment should show up as "more responsive behaviors on the part of the school, which in turn may impact kids' motivation."

Federal, State Programs Mandate Involvement

A majority of the current mechanisms for involving parents in school decisionmaking are in place as a result of school-district participation in several federal and state programs.

By far the largest program that involves parents in a formal advisory role was reaffirmed by the Congress in 1988 in its reauthorization of the federal Chapter 1 compensatory-education program. *(See story, next page.)*

Lawmakers strengthened a requirement that districts participating in the program establish parent advisory committees because, says Paul Weckstein, director of the Washington office of the Center for Law and Education, evaluations had found that "school districts did only what was mandated."

At least three states—California, Florida, and South Carolina—have also mandated the creation of advisory committees or citizens' councils, with parent membership, at most or all of their schools.

In each case, the councils have two purposes: to encourage educators to involve parents and other citizens in assessing a school's needs and programs, and to foster communications between schools and the communities they serve.

South Carolina's Law

South Carolina lawmakers first established school advisory councils in 1977 in an effort to promote local accountability. Lawmakers took steps to enhance the status of the panels and renamed them school "improvement" councils in the Education Improvement Act of 1984.

That reform law establishes several specific duties for the councils, including assisting the principal in the preparation and development of a required school-improvement report, monitoring the school-improvement process, and advising in the use of incentive awards created under the same act. It also states that the councils are to base their work on the tenets of "effective schools" research.

But such councils "only work as well as the principals see them as a useful entity at the school," says Jean N. Norman, director of the School Council Assistance Project, based at the University of South Carolina.

Ms. Norman and other project staff members estimate that only between 20 percent and 25 percent of the councils are effectively monitoring and implementing school-improvement plans, as required by the law.

In a study released this spring, researchers found that schools where council members believed they had a high impact also had "significantly higher

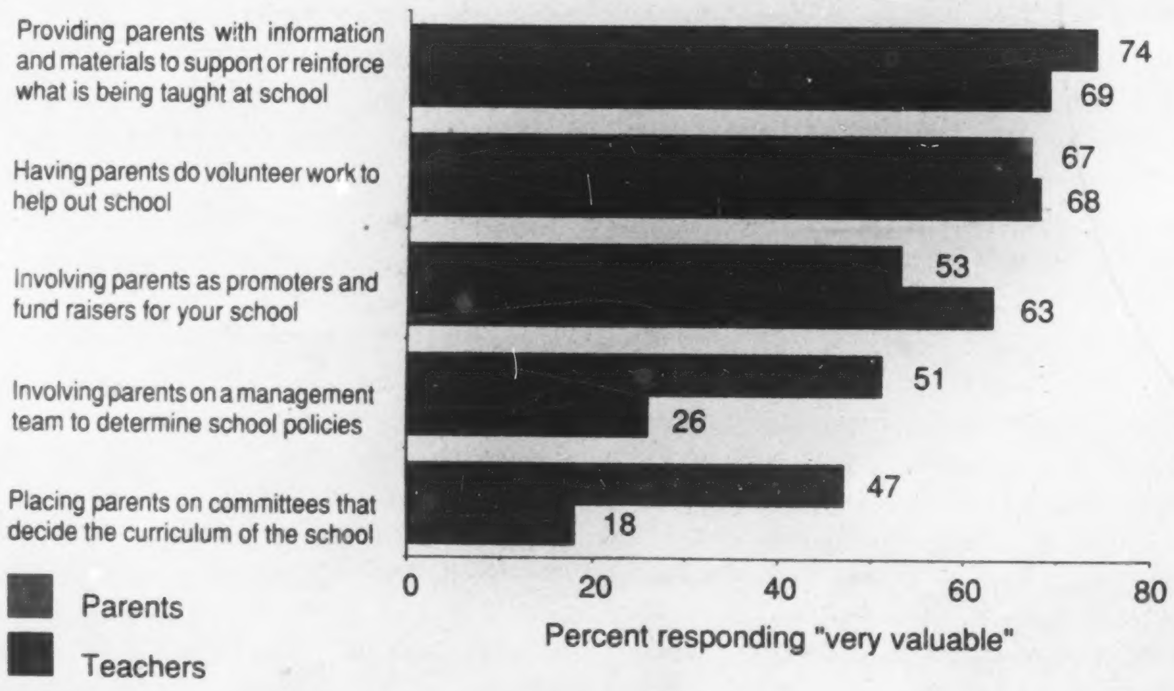
green
orange
JUMP, FROG, JUMP!

Surveys indicate that educators are far less receptive to the idea of parents as decisionmakers than they are to traditional forms of parent involvement that limit parents to support roles. Parents, on the other hand, generally favor gaining an increased voice in school affairs.

Cleveland Education Summit

Parent Links With Schools

Here are some possible ways that parents might be involved with the school. For each, tell me how valuable you think it would be — very valuable, somewhat valuable, not too valuable, or not valuable at all.



Base: More than 2,000 parents and more than 1,000 teachers

Source: The Metropolitan Life Survey of the American Teacher, 1987

Parent Control of Public Schools

Do you feel that parents of public-school students should have more say, less say, or do they have about the right amount of say regarding the following areas in public schools?

	More Say %	Less Say %	Right Amount %	Don't Know %
Allocation of school funds	59	10	27	4
Curriculum (i.e., the courses offered)	53	9	36	2
Selection and hiring of administrators	46	14	37	3
Books and instructional materials	43	13	41	3
Selection and hiring of teachers	41	17	38	4
Teacher and administrator salaries	39	17	39	5
Books placed in the school libraries	38	15	44	3

Base: Nearly 1,600 adults ages 18 and older

Source: 21st Annual Gallup Poll of the Public's Attitudes Toward the Public Schools, 1989

In your opinion, how much say do the parents of public-school students have about the following areas in the public schools in this community — a great deal, a fair amount, very little, or almost none?

	A Great Deal %	A Fair Amount %	Very Little %	Almost None %	Don't Know %
Books placed in the school libraries	5	17	29	37	12
Curriculum (i.e., the courses offered)	4	21	37	28	10
Books and instructional materials	3	14	31	41	11
Teacher and administrator salaries	3	12	25	50	10
Selection and hiring of administrators	3	11	26	50	10
Selection and hiring of teachers	2	8	29	52	9

Base: Nearly 1,600 adults ages 18 and older

Source: 22nd Annual Gallup Poll of the Public's Attitudes Toward the Public Schools, 1990 expectations for student performance, more frequent monitoring of student performance, and better home-school relations than low-impact councils."

But the study also found that between 20 percent and 30 percent of teachers and principals do not support the roles and responsibilities given to the councils.

"You can't expect the councils to be effective in schools where the principal doesn't believe they ought to exist," Ms. Norman says. "They can still sandbag at the building level even if they are in compliance with the law."

Nevertheless, she believes the mandate has been helpful. Resistance to the councils has declined from earlier years, she says, when educators felt that "parents would come into schools and take over and so forth," or, like other state edicts, that "this too shall pass."

"I've also been a teacher who thought that if we just fixed the parents, the kids would be fine," she says, "but I've done a one-eighty. Parents have much to give about their own children, but teachers haven't been—and still aren't—trained to work with them."

The Chicago Experiment

Illinois lawmakers created a new model for parent involvement in 1988 when they adopted a reform law that gave Chicago's parents a controlling majority on local school councils and vested them with significant governance powers.

Community activists devised the essential elements of the Chicago plan to address what they considered to be the weaknesses of other efforts to mandate parent participation in decisionmaking.

They decided to give parents a majority on the councils, for instance, because the research on shared-governance schemes suggested that educators could easily undercut the influence of parents if they were in the minority.

"Educators have all of the advantages in the decisionmaking process: They understand how the school works, they use professional networks, and they have more time to devote to the process," Mr. Moore of Chicago's Designs for Change says.

"We felt that if parents had a majority on the councils, in practical terms, that would put them on about an equal par with educators," he says.

A side benefit to this, he says, is the fact that parents are often more aware than educators of community problems and resources.

One school council in Chicago has recently gone to court in an attempt to get an abandoned building that many students had to pass by on their way to school demolished, because it was a haven for drug dealers.

Another school with security problems persuaded four policemen who live in the neighborhood to serve as volunteer guards in their off-duty time.

"If these councils were composed of a majority of school staff," Mr. Moore says, "they wouldn't be thinking in these terms, by and large."

Chicago's reformers also decided that the councils needed to wield significant powers because similar bodies limited to purely advisory roles, including the local school-improvement councils that existed in the district at the time, had proven largely ineffectual.

"Another important piece of what we tried to do is delegate very clear powers to the councils," Mr. Moore says.

In most other districts, he says, "what's actually turned over to school-based councils is so unclear they end up really not controlling very much or doing very much."

Continued on Page 18

U.S. Programs Recognize Parent Contributions

By William Snider

The federal government has long recognized that parents should have a voice in educational decisionmaking.

Parents of children in federally funded special-education programs have the right, for example, to appeal their children's "individualized education plans."

And a growing number of federal education programs require that parents be actively involved as partners with education officials in designing and implementing programs at the local level.

That mandate is included in the largest precollegiate-education program, Chapter 1, which serves one in nine schoolchildren.

Such parent involvement is also required under the Indian- and bilingual-education laws, as well as in the Even Start and Family-School Partnership programs.

And the new Head Start Transition Projects program, included in the recently enacted Human Services Reauthorization Act, requires a strong role for parents in working with teachers to design educational programs for Head Start children moving into elementary schools.

But the Head Start program offers what many consider the strongest federal model for parent involvement in the governance of an education program.

Enacted as part of the "War on Poverty," the law establishing the early-childhood-education and social-services program for disadvantaged preschoolers requires that all local grantees establish a policy council of community representatives, the majority of whom must be parents.

The councils differ from parent advisory boards common to other programs in that they have the power to approve the hiring and firing of staff members and to review personnel and hiring policies. They also play an active role in program design and the development of grant applications and have the authority to approve budgets and grant applications.

Head Start policy councils historically have been seen "as a way for parents to learn to impact on institutions, deal with bureaucracies, and understand budgets and personnel," said Don Bolce, director of information-services for the National Head Start Association.

But they also ensure that the program "stays responsive to parents," he added.

Early Days of Chapter 1

The history of the Chapter 1 program reflects the ebb and flow in recent decades of the popularity of parent empowerment in education.

The program, then known as Title 1 of the Elementary and Secondary Education Act, was created in 1965 as another weapon in the War on Poverty.

Like other anti-poverty programs of the era, Title 1 was influenced by a belief that poor communities should be empowered to help devise the solutions to their problems.

U.S. Commissioner of Education Harold Howe 2nd recommended in 1968 that school districts create parent advisory councils to help plan, implement, and evaluate Title 1 programs. Three years later, each district receiving Title 1 funds was required to establish such a council.

By 1978, the Congress mandated parent advisory councils at both the school and district levels. The law dictated the councils' composition, and required that their members be elected by Chapter 1 parents.

Buffalo Parents Center

Maria Del Moral and her son, Jonathan, visit a center for parents of children served by the federal Chapter 1 compensatory-education program in Buffalo, N.Y.

The experience gained during those years "has played a major role in getting decisionmaking accepted as a means of involving parents in school activities," said Mary Jean LeTendre, director of compensatory education in the U.S. Education Department.

And it also proved that low-income parents were willing and able to play such roles, said Phyllis McClure, director of the division of policy and information for the Washington office of the NAACP Legal Defense and Educational Fund.

The advisory councils gave a new voice to the poor, she said, "who too often are frozen out, ignored, and treated in a paternalistic manner by many school officials."

Councils' Monitoring Role

The parent advisory committees played a strong role in monitoring Title 1 programs at the local level.

The programs "don't always work as well as they should, and there is no one else at the local level to draw attention to that fact," said Paul Weckstein, director of the Washington office of the Center for Law and Education, and a lobbyist for the National Coalition of Title 1/Chapter 1 Parents.

Parents were trained to read project applications and school budgets, "which often were prima facie evidence" that the districts were violating program regulations, Ms. McClure said. "They were critical early on in helping to clean up fiscal abuses," and ensuring that "the most in need were being served."

But in 1981, in the deregulation environment that accompanied President Reagan to Washington, Title 1 was reauthorized as Chapter 1 of the Education Consolidation and Improvement Act, and the parent-involvement provisions were replaced with a one-line requirement that parents be consulted.

And most states followed suit; only five retained the requirement for parent advisory councils.

As a result, parent involvement in the program at the local level dropped precipitously, according to several studies, including the 1986 National Assessment of Chapter 1.

The findings of these studies, together with the growing body of evidence on the importance of the role parents play in the educational success of their children, led the Congress to reverse itself in 1988.

The Hawkins-Stafford School Improvement Act placed major emphasis on parent involvement in the program, and restored a formal advisory role for parents.

"By 1988, the research was so strong there was very little open opposition" to the parent-involvement provisions, said Robert Witherspoon, director of the National Coalition of Title 1/Chapter 1 Parents. The coalition was joined by groups such as the Children's Defense Fund and the National PTA in lobbying to get the provisions inserted into the bill.

"Even some of the state directors admitted they made a mistake in eliminating parent involvement when they saw parents being the best advocates for the program," he said.

Ms. McClure added, "It's so funny—the whole attitude toward parent involvement had totally changed by 1988."

"Nobody raised the specter of parents taking over," as many had in the earlier years of the program, she said.

'Worth the Cost'

The 1988 reauthorization does not require districts to re-establish parent advisory councils, instead allowing local educators flexibility in determining how to involve parents in the design and implementation of the program.

It does require school districts to develop written policies for involving parents in the program, and to hold annual meetings with parents.

Much of the new language in the law is designed to make parents partners in reaching the instructional goals of the program, providing funding to train parents and provide them with instructional materials to be used at home.

"The prominent focus of parent involvement [under Title 1] was monitoring," Ms. LeTendre said. "Now it is broader-based, with a heavy emphasis on parents being involved in the instructional components."

Early indications are that the new law has significantly boosted the level of parent participation in Chapter 1, Ms. LeTendre said.

The largest increases have occurred in the areas of parent-teacher conferences and home-based education activities, according to a soon-to-be-released federal report based on a survey of state Chapter 1 officials, she said.

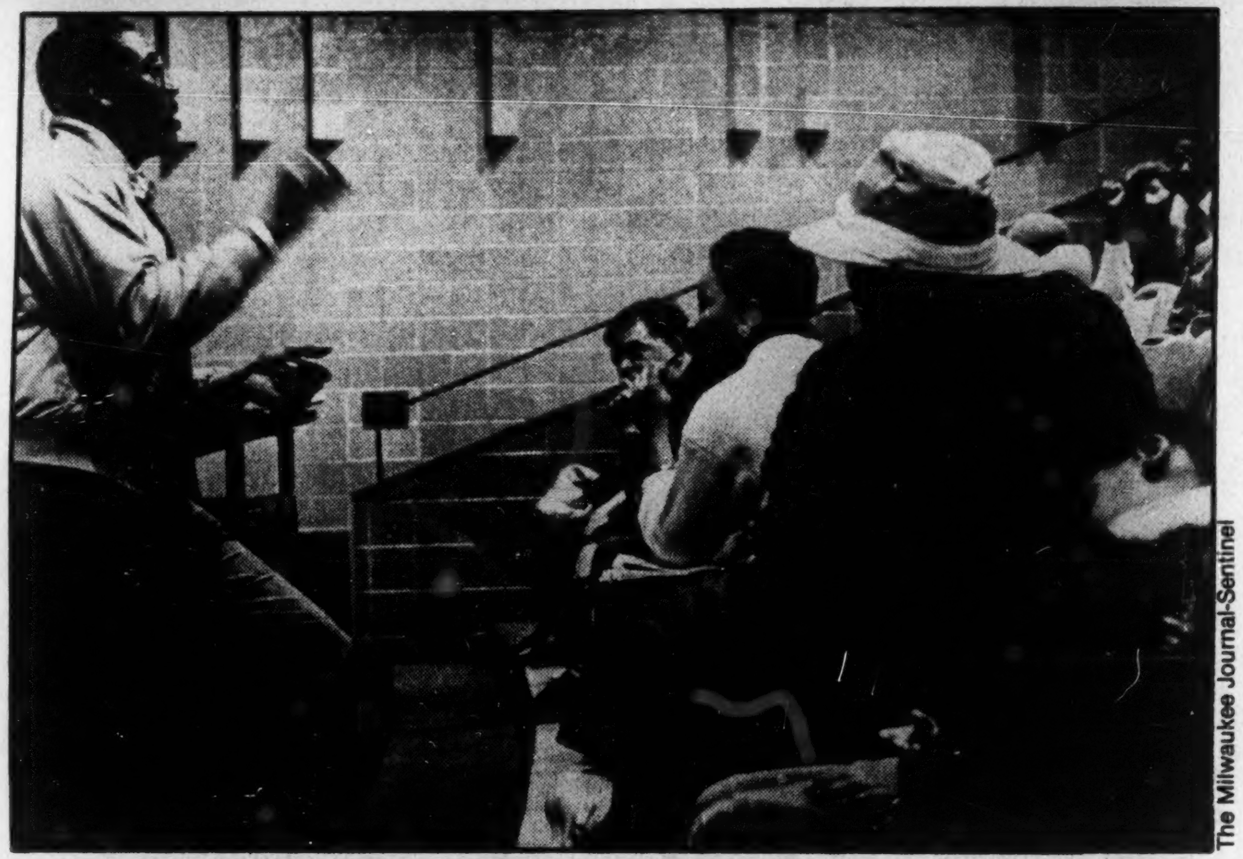
But some districts still put "parents way down the list in terms of their priorities for funding," Mr. Witherspoon said.

And, Mr. Weckstein noted, "People who are used to making decisions on their own naturally will resist involving someone else. But most administrators, if they step back and realize the legitimacy of parents and the advantages of involving them, will see it's worth the cost to them." ■

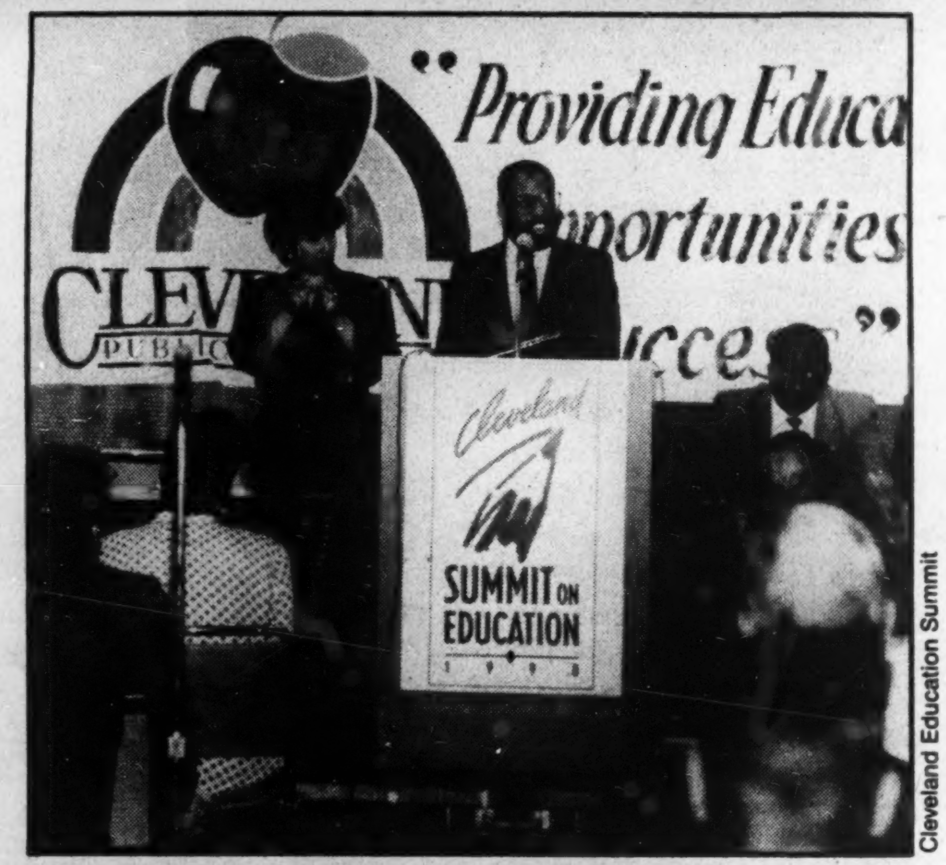
Reform Plans Affirm Parents' Role As 'Best Advocates' for Their Children

BIENVENIDOS
PADRES
WELCOME

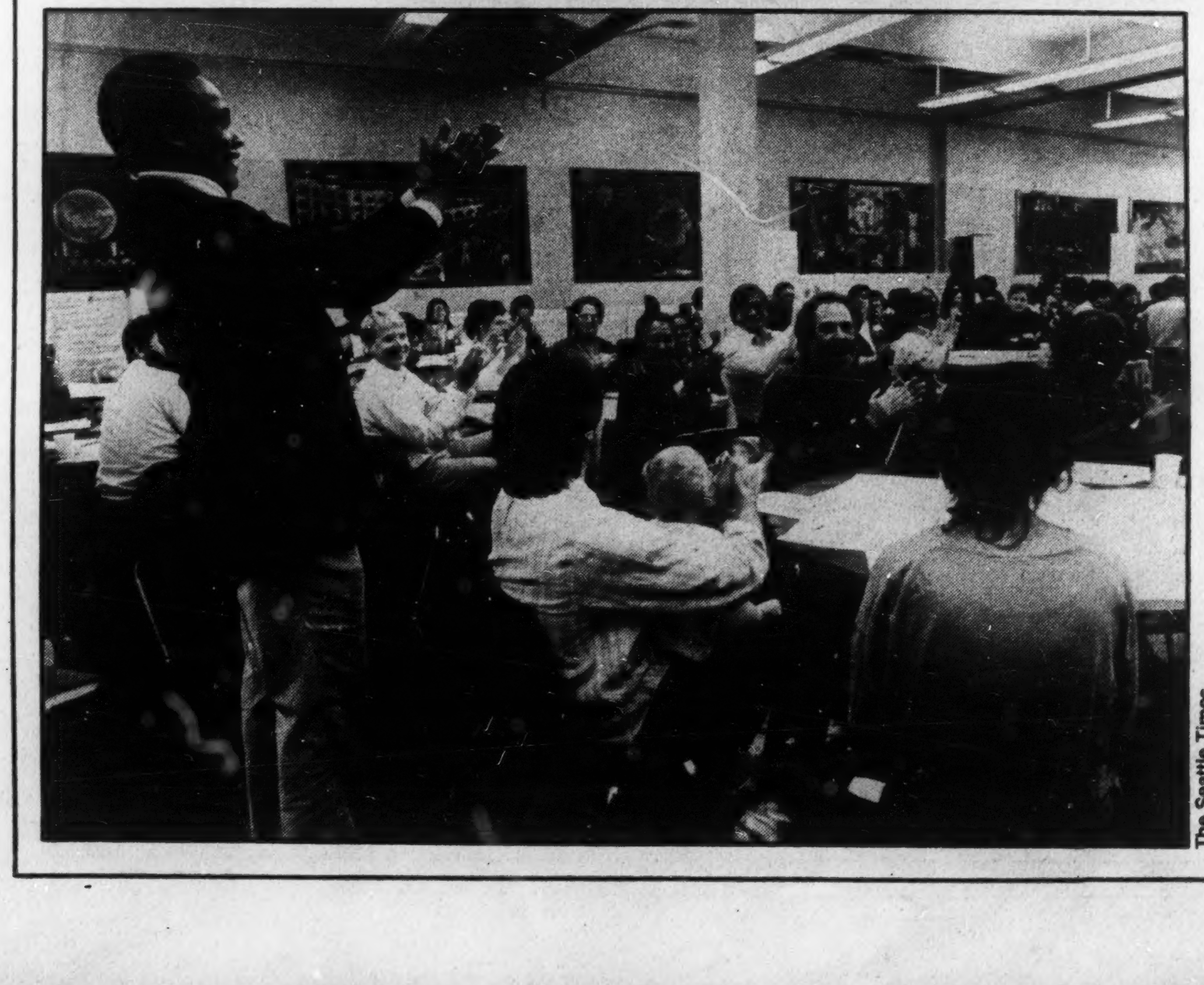
John Booz



The Milwaukee Journal-Sentinel



Cleveland Education Summit



The Seattle Times

Maria Avila, top left, and Maria Arevalo were elected to a local school council last year after the Illinois legislature adopted a law giving Chicago's parents a majority on such councils. At a Milwaukee forum, above, Gus Harris urges parents and teachers to work together to improve schools. In both Cleveland and Seattle, citywide "education summits" were convened earlier this year to solicit parent opinion.

Continued from Page 17

Chicago's school councils are charged with developing three-year plans that detail goals for school improvement.

School principals, in consultation with a professional advisory council made up of school staff members, retain the authority to determine how the plans will be implemented.

But if the improvement targets are not met at the end of four years, the school councils have the authority to fire the principal.

The councils will also retain some control over implementation through their approval of how the school spends money budgeted in a lump sum from the central board.

"We're using something of the same school-board model used in rural and outlying areas," said Patrick J. Keleher Jr., former director of public policy for Chicago United, a coalition of business and community groups.

"It separates governance from management," he says, "and leaves the day-to-day operations in the hands of the professionals."

An 'Antithetical' Idea?

Nevertheless, many educators, and even some advocates of strong parent involvement, believe that the Chicago reforms have taken parent participation too far.

"The disturbing part of the Chicago model is that it is sort of antithetical to the idea that principals, teachers, and parents will work together as partners," Ms. Epstein says.

"If a principal has to spend all his time maintaining votes on a council, that's not necessarily the same as doing a good job educationally," Mr. Shanker says.

The president of the A.F.T. also warns that the control wielded by Chicago's parents could simply supplant the bureaucratic forces that discouraged innovation under the district's old structure.

To restructure schools successfully, teachers need a stable environment to take risks without fear that outside pressures will "force them to undo it," Mr. Shanker says. "That's what breeds a lot of cynicism on the part of educators."

Most observers and participants say that the Chicago plan is too new to judge whether it will prompt wholesale improvements in the district's schools. *(See story, page 14.)*

Districts Move To Give Increased Voice to Parents

While dissatisfaction with the public schools is simmering in many other districts, most of the gains made by parents in recent years have come without the level of confrontation that occurred in Chicago.

In Seattle, the school board decided to include parents in its new school-based management policy after 3,000 participants in a citywide "education summit" last spring decided such hands-on involvement should be one of the district's highest priorities.

The plan adopted by the board last summer requires schools that decide to use school-based management to establish committees with half their membership composed of parents, citizens, and students, and half drawn from the school's staff.

"If you believe that getting kids through school requires parents and schools to work in partnership, then 50-50 is a good number," says Amy Hagopian, a Seattle school-board member who sponsored a more radical version of the plan than was ultimately adopted.

"They are really going to have to be in a consensus mode to get anything accomplished," she adds. "Neither group is going to be able to force the other to do something if they don't want to."

Participation in the program is voluntary, and must be agreed to by all of the parties involved.

Schools participating in the plan will have broad leeway to set their budgets, develop curricula, choose instructional materials, and develop their own means of evaluating personnel.

The school board and the superintendent retain control over specific areas, including desegregation, food services, purchasing, payroll, the negotiation and enforcement of labor contracts, data processing, such mandated programs as special education and bilingual education, legal services, and the hiring, disciplining, and termination of all employees.

"Parents are the best advocates for their kids—that's their job," Ms. Hagopian says. "I think everybody else attached to the district is certainly trying to act on behalf of children, and many succeed well, but they also have other agendas, including their own personal career advancement."

"Look at the research—good schools have high levels of parent involvement, effective principals, a good climate, goals, clear expectations and a mission," she says. "Site councils are clearly a vehicle to help accomplish all of those."

Parents on School Committees

Almost all of the school-based management plans being tried in a growing number of districts include explicit parent representation, even though parents are seldom active partners in devising the plans.

The site-based-management plan adopted last year by the Los Angeles Unified School District, for example, grants parents significant representation on its local school councils.

The Los Angeles school board, apparently unwilling to grant teachers a majority on the councils, proposed including enough community members to ensure that teachers would constitute exactly half of the councils.

The United Teachers of Los Angeles countered with a proposal to include parents instead of community members.

Under a negotiated compromise, at least three of the five community-representative slots must be filled by parents with children in the school.

"Our sense is those are people who have a vested interest because they have their own children there," says Helen Bernstein, who has since been elected president of the local teachers' union.

In the meantime, the debate over what role parents should play in school-based management/shared decisionmaking has escalated in the district that pioneered the concept—Dade County, Fla.

Parents were not granted any formal role on the school-based cadres created under the district's 1986 collective-bargaining agreement, partly because officials did not want schools to have to follow any particular model, they say.

Some of the schools volunteering to participate in the program did include parents in their cadres, but others did not, prompting complaints from some parent-teacher associations and from citizens' advisory councils mandated under Florida law.

This year, district officials responded

to such complaints by informing schools wishing to participate in the program that they were expected to have at least one elected parent on their cadre.

"Having a parent in that kind of policymaking body has a leveling effect on the kinds of things that are discussed," says Frank Petruzielo, associate superintendent in charge of the bureau of professionalization, which directs many of the district's reform efforts. "It keeps the focus of those discussions very clearly on the student."

But some Dade parents are not satisfied with their representation on the cadres.

"Parents are sometimes included in a token way, but aren't really involved in the decisionmaking," says Anne Thompson, president of the Dade County Council of P.T.A./P.T.S.A.'s. Some schools, she says, even "scheduled meetings at times parents can't be there."

What Is 'Parity'?

An ad hoc committee on parent involvement set up by the Dade County Board of Education last year has fueled a controversy by recommending that parents be granted "parity" in the school system's governance at all levels, including on the school cadres.

The phrase "parity" was settled on after much hard bargaining, according to Ms. Thompson, because the parents on the committee did not want their recommendations to be "threatening" to the system. The intent is not to dictate that parents be granted as many seats on the school cadres as educators have, she says, but that parents should be "equally consulted."

In addition, she says, "if only one or two parents are involved, they can't necessarily represent all the points of view in the community, nor can they be on all of the subcommittees."

Ms. Thompson says she believes the recommendations have widespread support in the school system and will ultimately be implemented.

But there is also significant opposition to the idea that parents should be granted parity in school decisionmaking.

"Parents should have input in the cadres, but I don't think they should have decisionmaking power," says G. Holmes Braddock, a longtime member of the Dade County school board. "It puts too many players in the damn game."

"Their power comes from the elected process through the school board," he adds. "Where the public didn't have a say-so in the school board, if they're appointed instead of elected, that might be a different matter."

Mr. Petruzielo says the system is searching for "the right model and right balance for parent input into the public-education enterprise, somewhere between the good old punch-and-cookies days of the P.T.A. and giving them complete control."

Governance Role Spurs A Host of Questions

Once a state, district, or school elects to bring parents into the decisionmaking process, they must give considerable thought to how this should be accomplished, experts say.

"It has to be well thought out and well done, or it's not going to work," Ms. Lynch of the P.T.A. says.

The existing research provides little guidance on such major issues as what the school councils' membership should be to maximize the contributions of parents.

"We're pretty sure that parents need more than token representation—we've reached a point where that is not going to be defensible," Ms. Epstein says.

"What we don't know," she adds, "is whether it should be as it is in Chicago, where parents and community members have a majority, or if educators should have a majority, or if there is some productive balance between the two. That's one of the research questions for the 1990's."

Mr. Seeley of the College of Staten Island warns, however, that efforts to involve parents may become unproductive if they focus too heavily on the composition of the councils.

"We need a paradigm shift to a collaborative model," he says. "The counting of votes is still within the existing bureaucratic model."

"If educators and parents agree that they need to work together," he adds, "they will both end up with more de facto power than if they try to battle over who is going to have more votes."

More research is also needed on what decisions parents should be involved in, and which are better left entirely to educators, Ms. Epstein says.

"The research has to zero in on the actual effects of particular types of parent involvement so one could begin to pinpoint which types promote improvements," she says.

But local councils must be given more duties than simply allocating the few dollars in a school's supply budget, says James Guthrie, professor of education at the University of California at Berkeley.

Consensus on Selection

There is a clearer consensus emerging on how parents should be selected for local governing bodies: Almost all of the new school-based-management plans require that they be elected by their peers.

Experts agree that parents who are selected by a principal, or by virtue of holding office in a P.T.A. or other parent organization, often are not willing to challenge existing policies and practices as aggressively as parents who win their position in an election.

But school districts have found that even a fair election process may not draw representation from all sectors of a community.

The new Seattle policy calls for ensuring that school councils are representative of the minority populations that they serve.

The South Carolina law calls for the principal to select parents from underrepresented groups, but requires that elected members make up two-thirds of the councils.

Such plans must also grapple with the question of how the councils will make decisions after they are selected.

Some models call for all decisions to be made by consensus; others allow a simple majority vote to rule.

And there are endless variations in between: Chicago's school councils, for instance, can pass any business by majority vote of all council members, except for the selection of a principal, which requires support from 7 of the 10 members eligible to vote.

The Need for Training

Regardless of what structure is used, experts say, parents need as much, if not more, training as other participants in shared-governance schemes.

"One of the dangers is giving parents power with no training," says Ms. Epstein, who argues that parents should have both leadership training and access to other staff-development programs.

Educators, too, need training on "how to understand the different cultural backgrounds and perspectives that parents bring with them," she says.

Janet Crispeels, a coordinator with the San Diego County office of education who serves as a consultant on parent-involvement programs, says that training programs "need to focus fairly heavily on decisionmaking processes and consensus building."

"Schools can't engage in extensive restructuring if they don't train council members on group-process skills," she says.

As for the more technical aspects of education, some experts say that parents will learn to grapple with the issues as they are exposed to them.

After 13 years of school councils in South Carolina, "we're still in a learning process," says Ms. Norman, director of the only training center that is funded by a state but remains independent of the department of education.

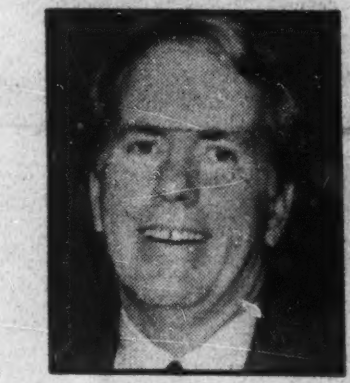
"I'm convinced that it's possible to make the fundamental debates quite clear and plain for the most ordinary parents to deal with, but it means abandoning some of our jargon," says Mr. Glenn, director of the state Office of Equal Educational Opportunity in Massachusetts.

"I'm very encouraged by the debate over issues like retention and homogeneous grouping," he says. "They are as much philosophical issues as technical issues, and they are just the sorts of things

Continued on Page 20

Although researchers, advocates, and others agree that becoming involved in school decisionmaking is one way for parents to interact with the schools, they disagree about how much emphasis should be placed on such an advocacy role.

Cleveland Education Summit

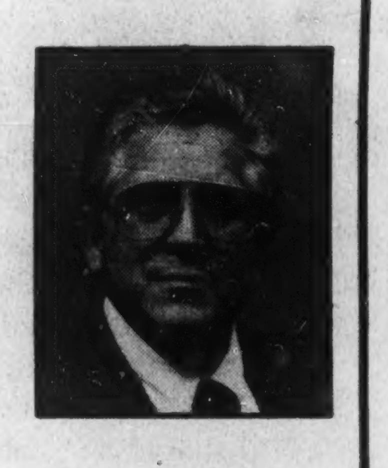


I don't now how anybody in education can discount the importance that parents can have in making schools work.

—William P. Casey

Parents have much to give about their own children, but teachers haven't been . . . trained to work with them.

—Jean N. Norman



Having a parent on a policymaking body keeps the focus of those discussions very clearly on the student.

—Frank Petruzielo

If only one or two parents are involved, they can't necessarily represent all the points of view in the community.

—Anne Thompson

Continued from Page 19

that parents in a particular school ought to be wrestling with."

The school councils in District 15 in Brooklyn received some training, says Mr. Casey, the district's superintendent, but they also learned by doing.

"Some schools that are just starting out get involved in do-able projects, such as painting the lunchroom or revising the student code of discipline," he says.

"They need to do that just to feel that they can work together," he says. The councils with a longer track record "are making much more significant decisions about critical issues like curriculum and teaching."

The fact that parents enter the process at different times and at different levels of sophistication, he says, means that educators cannot conduct a training session "and think if you do it once, you don't have to do it again. It has to be ongoing."

Barriers to Change

Mr. Casey also notes that schools desiring to involve parents in decisionmaking must be willing to spend the time it takes to make such an effort successful.

"We found out quickly that it's enormously time-consuming," he says.

Concedes Margaret T. Rathfon, president of the districtwide citizens' advisory committee in Dade County, "Parents ask a lot of questions and demand a lot, and it adds to the burden of running schools."

"But if they really open the door," she says, "I believe most parents could really work with educators in coming up with better projects and better ideas."

Don Davies, executive director of the Institute for Responsive Education, notes, "The fragmented, highly restricted time schedule that schools are working on makes it very difficult to coordinate meetings with parents."

After-school meetings, Mr. Davies adds, are often complicated by contract provisions; the moonlighting jobs of teachers and principals; or the fact that many employees, and an increasing number of parents, live far from their schools.

The Chicago Board of Education had to negotiate a new agreement with its custodial union to reduce custodial fees that would have made it prohibitive for local school councils to meet in the evenings or on weekends.

Ms. Bernstein, president of the Los Angeles teachers' union, says: "We have an added problem in Los Angeles. Many parents don't speak English, so the proceedings are often translated into two or three languages at once."

"It takes forever to have a meeting," she adds.

A Word of Caution

Advocates of parent empowerment also caution that embracing such a philosophy will not automatically provide easy solutions to the tough problems facing schools.

"I think it's erroneous to think that parents are going to be the ones that makes schools change," Ms. Epstein says. "You can't predict who will be the catalyst in any given instance."

But including parents in the decisionmaking process could reduce opposition to needed innovations, advocates say.

"If parents were reassured and changes were explained to them, they would accept innovations," Ms. Henderson of the N.C.C.E. says.

"Too often, changes come from on high with a label saying, 'This is a new and better way,' " she says, adding that such an approach can trigger "intense feelings from a vocal minority."

"Districts with no policy for parent input into their decisions can really be blind-sided when some parents get angry," she adds. "If parents are already involved, districts have a much better defense against the angry ones."

Sometimes parents have creative ideas that educators would not have considered.

Robert S. Peterkin, superintendent of the Milwaukee public schools, for example, credits parents with several of the innovative ideas that have been incorporated into the district's newest magnet schools.

One, the newly revamped and renamed Ronald McNair School of Science and Technology, was originally conceived by parents who sold teachers, and then the district, on the idea, he says.

"They came up with the idea, we didn't," he says. "The teachers bought into it, so we gave them more money and hooked them up with [the National Aeronautics and Space Administration's] regional center."

An added benefit of involving parents in the development of the district's new magnet schools, he says, is that "we get a lot of buy-in."

"I don't think parents can be required to write a humanities curriculum," Mr. Peterkin says. "That's why you need a blend of curricular staff and building staff and parents. They can divide up the labor and move forward."

"If they're not scared to sit down and share, it's possible, it works," he adds. ■

William Snider is a former senior writer for Education Week. *This special series on parent involvement in education is being underwritten by the John D. and Catherine T. MacArthur Foundation.*

'Choice' and 'Voice' Acknowledge Parents' Key Role in Education Process

By William Snider

Parents are gaining influence in the schools not only through the movement to give them a role in school decisionmaking, but also as a result of the ongoing drive to allow them to choose among schools.

Both strategies are predicated on the assumption that parents are key stakeholders in the education process as well as on the belief that they should be empowered to hold schools accountable.

Each also aims to encourage parents to become more involved in their children's education, and not to act simply as passive recipients of a government service.

And both are highly controversial ideas that have gained new currency during the debate over how to restructure the nation's education system.

Despite such similarities, however, experts differ considerably on the relative merits and importance of the two strategies in current efforts to improve schools.

David S. Seeley, a professor of education at the College of Staten Island, City University of New York, is one who believes that both strategies—which he calls "choice and voice"—are needed.

" 'Choice' gives parents options at the beginning of the process," he said, "but leaves teachers and administrators in absolute control of the schools."

" 'Voice' says that, since school boards are not going to have as much say over teachers," he continued, "parents at the school have to have some way of holding people accountable."

"That can happen in two ways," he added. "You can do it through a little representative democracy at the school level, like the Chicago model, and the other way you can do it is the collaborative model, in which the school, parents, and the community are all working for common objectives."

Albert Shanker, president of the American Federation of Teachers, believes, on the other hand, that parent empowerment in decisionmaking conflicts with the emerging movement to grant professional autonomy to teachers.

"I would be willing to give parents a right to choose schools in exchange for granting autonomy to professionals," he said.

Representing Children's Interests

James Guthrie, professor of education at the University of California at Berkeley and co-director of Policy Analysis for California Education, said both choice and parent empowerment represent responses to the fact that teaching has not yet become a profession that holds its own members accountable.

"Policymakers and parents are searching for ways to hold educators accountable," he said, "because no one in the system now represents the interests of children."

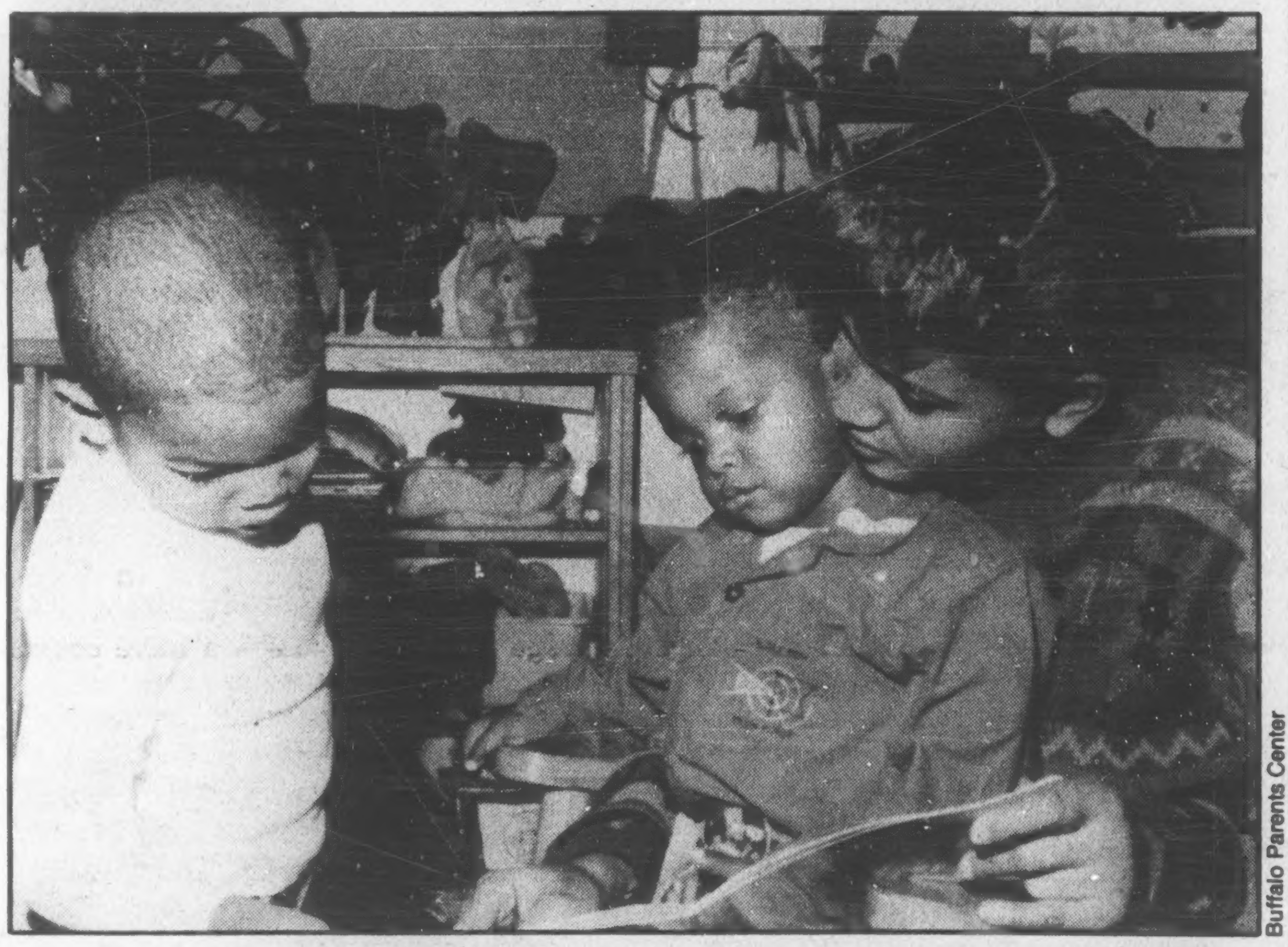
"In the absence of a market mechanism, and until we can assume that teachers will act on behalf of clients out of their own professional ethic," he said, "parents are needed to represent their children."

For Chester E. Finn Jr., professor of education and public policy at Vanderbilt University, choice and voice represent points on the continuum of parent involvement.

"Both methods differ from the legislative reform schemes I've seen so many states engage in," he said. "I think both are desirable, and they can be made to work together."

Choice is "the basic right of parents to remove their children from a horrible situation if they see a better one," he said. "To deny them that right is a public-policy sin that treats children as wards of the state."

"Parent involvement in governance is not a God-given right," Mr. Finn added, "and some parents don't want to be involved in that way. It ought to be one of the dimensions that makes schools differ from each other—one of the legitimate grounds for choosing among schools." ■

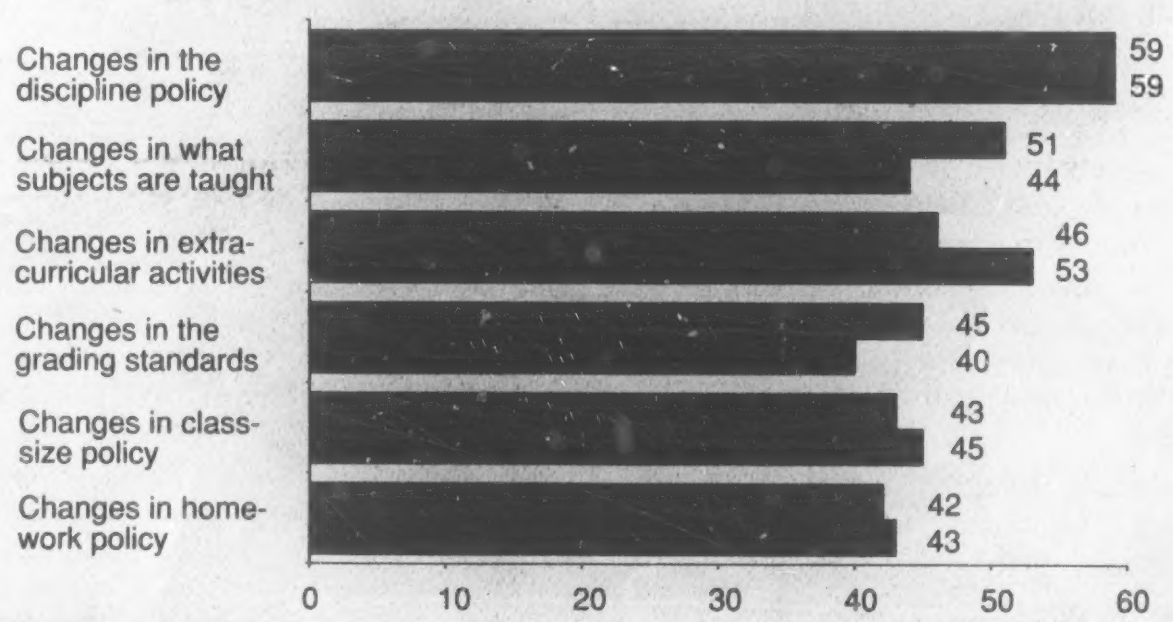


Buffalo Parents Center

Andrea White works with two children in a Chapter 1 parents' center in Buffalo, N.Y. The federal program is among many that require parent involvement.

Consultation of Parents

When it comes to changes in discipline policy, what subjects are taught, extracurricular activities, grading standards, class-size policy, and homework policy, do you think that parents should be actively consulted, just kept informed, or not involved at all?



Base: More than 2,000 parents and more than 1,000 teachers
Source: The Metropolitan Life Survey of the American Teacher, 1987

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 15 · December 12, 1990

© 1990 Editorial Projects in Education / $2.50

Chicago Reeling In Wake of Ruling Rejecting Reform

Some Worry Decision Could Impair Councils

By Lynn Olson

Many Chicagoans were still reeling last week from an Illinois Supreme Court decision that found the city's landmark school-reform law unconstitutional.

While public officials have portrayed the problem as a technical one that can be easily rectified, others caution that the ruling could leave aspects of the reform plan in limbo for months to come, impair the work of the local school councils empowered to drive educational improvements, and revive bitter debates about the legislation as a whole.

"It's going to create a lot of confusion and chaos," predicted William Ayers, professor of education at the University of Illinois at Chicago.

The state high court's ruling cuts to the heart of Chicago's school-decentralization plan: the local school councils that were created at each of the city's 539 elementary, middle, and high schools to serve as a catalyst for educational change.

In a 6-to-1 decision handed down Nov. 30, the court said that the method used to elect members to the parent-dominated councils violates the one-person, one-vote principle

Continued on Page 33

L.A. Bilingual Aides Walk Out of Schools In Contract Dispute

By Peter Schmidt

Hundreds of teacher assistants in Los Angeles, most of them bilingual aides considered vital to communications with language-minority students in the city's classrooms, walked out of scores of schools last week after the district rejected contract demands by their recently established union.

Bilingual-education experts described the strike, which is being staged as a series of walkouts that began Nov. 28, as the first in the nation on behalf of bilingual teacher assistants.

Representatives of both the union and the school district said last week that the strike centers on differences related to work hours, job security, and health benefits.

The district says budget difficulties make it impossible to offer more concessions. The union argues that the district should make certain basic commitments to ensure the aides' job security and to elevate the status of their jobs.

As of late last week, union and district officials said, little progress had been made in resolving their differences.

Because all classes are still being held,

Continued on Page 10

Teaching our Teachers

Jason Lee

Few entities have endured as sustained a period of stress, analysis, and derision as the nation's schools of education, which have been under attack almost since their founding.

But in the past few years, pressure on teacher-preparation programs has mounted as the public schools themselves have been caught in the tumult of reform.

As U.S. Secretary of Education Lauro F. Cavazos noted last week, at a conference sponsored by his department to re-examine quality, flexibility, and accountability in teacher preparation, "Teacher education is currently in a state of great turmoil and uncertainty."

"We must restructure teacher education," he added, "as we restructure our school system."

Part 1 of a special series on teacher education, underwritten by the John D. and Catherine T. MacArthur Foundation, begins on page 11.

A Frustrated Boston City Council Votes To Abolish School Committee

By Ann Bradley

Frustrated with the school committee's stalled search for a new superintendent, the Boston City Council last week approved a home-rule petition that would abolish the 13-member committee and place the schools under the control of the mayor.

Under the proposal, the district would have no school board, making it unique among the nation's more than 15,000 school districts, according to a spokesman for the National School Boards Association.

Mayor Raymond L. Flynn, who has long sought changes in the governance of the city schools, was expected to sign the unprecedented petition immediately. The proposed change in the city's charter, which would give the mayor the power to appoint a superintendent, would make the school department a "line item" in the city's budget like any other department.

The measure must now be submitted to the appropriate committees during Massachusetts' 1991 legislative session, which begins next month.

The council's vote represents the third time in two years that city leaders have attempted to change the governance of the public-school system. A nonbinding referendum asking voters their opinion of creating an appointed school committee was narrowly approved in November 1989, but was not pursued because it failed in predominantly minority neighborhoods.

In September, the city council hastily crafted a proposal for a hybrid elected-appointed board in an attempt to get the measure on the November ballot, but it died in

Continued on Page 35

Rapid Turnover in Urban Superintendencies Prompts Calls for Reforms in Governance

By Ann Bradley

The extraordinary number of urban school districts that are in the market for new superintendents—a number that has increased dramatically in the past few weeks—is prompting calls by some superintendents and scholars for a fundamental rethinking of the governance of city schools.

While the tasks facing urban superintendents have never been simple ones, the increasing demands placed on school systems in the nation's largest cities have made such superintendencies virtually impossible jobs, many top school officials said last week.

"I think that the whole governance structure of the schools is going to have to be looked at," said Ramon C. Cortines, the superintendent of the San Francisco schools. "I am very concerned about what's happening around the nation. What we are seeing across America is the disregard and the discarding of human beings."

School boards in Austin, Tex.; Boston; Columbus, Ohio; Charlotte-Mecklenburg, N.C.; Charleston, S.C.; Detroit; Indianapolis; Hartford; Houston; Kansas City, Mo.; Memphis; Milwaukee; Savannah, Ga.; St. Louis; Toledo, Ohio; Tucson; Virginia Beach, Va.; and Washington are all in various stages of searches for new chief executive officers for their school systems.

Last month alone, the superintendents of Columbus, Houston, Milwaukee, and Toledo resigned, while the school boards in

Continued on Page 34

Award Heralds Recognition of the Role of Teachers as Researchers

By Robert Rothman

In a move that some educators say heralds a growing recognition of the role of teachers in education research, the National Council of Teachers of English has for the first time awarded its highest research prize to a classroom teacher.

Nancie Atwell, a former 8th-grade teacher in Maine, last month won the 1990 David H. Russell Award for Distinguished Research in the Teaching of English for her book, *In the Middle: Writing, Reading, and Learning With Adolescents*.

N.C.T.E. officials insist that the award was based on the merits of her book, and was not a "political" move to honor teachers. But several observers—and Ms. Atwell herself—say the prize conveys a message that teachers can have a role as researchers.

In her acceptance speech, Ms. Atwell described her award as representing an acknowledgment that the "observations and reflections of classroom teachers count as research."

"When the knowledge that informs our profession comes from many quarters," she said, "when research is seen as an inclusive, rather than an exclusive process, everyone benefits, but children benefit especially."

With the increased interest in teacher professionalism, along with reforms in school structure and assessment, educators note, a growing number of teachers are undertaking critical analyses of classroom practices. In many cases, those teachers are also writing and reporting on their findings.

Such efforts, teachers say, have given them

Continued on Page 36

Also in the news

28 **My New Kentucky Home**
The state's new school chief, Thomas C. Boysen, made his maiden trip to the Bluegrass State last week.

Lonnie Harp

Publication Schedule

With this issue, *Education Week* begins a three-week publishing break. The next issue will be dated Jan. 9.

The deadline for both display and Marketplace advertising for the Jan. 9 issue is Friday, Dec. 28.

IN SUMMARY

Test Grant
The MacArthur Foundation has awarded $1.3 million to help develop national examinations that could be used as the basis for high-school diplomas, college admissions, and employment decisions. **Page 5.**

Gotham Condom Plan
New York Schools Chancellor Joseph A. Fernandez last week proposed that condoms be distributed on request—and without requiring parental consent—to high-school students. **Page 5.**

Children's-TV Changes
While vowing to reassert their dominance of children's television, public-broadcasting executives have dropped funding of several series popular among children and educators. **Page 6.**

Preparing Principals
A national panel last week called for major changes in principal-preparation programs, which it said are based more on theory than on the knowledge and skills of real-life school leaders. **Page 9.**

Reaching Out for Choice
Secretary of Education Lauro F. Cavazos last week reaffirmed school choice as the cornerstone of Bush Administration education policy by creating a choice "outreach office." **Page 30.**

Magnet-School Rules
Responding to complaints that its desegregation standards were unrealistic, the Education Department has allowed more flexibility in rules for the magnet-school program. **Page 31.**

Research Competition
The Education Department last week completed its education research-and-development competition by announcing grants for regional laboratories and research centers. **Page 32.**

Books	**40**
Capital Update	**32**
Commentary	**38 and 48**
Deadlines	**41**
Events	**41**
Federal File	**30**
Grants	**41**
Letters	**39**
Marketplace	**42**
Special Education	**8**
State Journal	**28**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 15.

ACROSS THE NATION

NATIONAL

School Meals Should Limit Fat, Salt Content, Advocacy Group Urges

Over the next two to four years, school lunches should have no more than 35 percent of their calories coming from fat and should contain less than 1,000 milligrams of sodium per meal, a new report urges.

The report, which was sponsored by the Center for Science in the Public Interest, a Washington-based advocacy group, said that by 2000, the fat content of school lunches should be limited to 30 percent. By that date school meals should also contain no more than 800 milligrams of sodium, the report said.

School lunches should also contain more fresh fruits and vegetables, and school officials should not permit the sale of soft drinks and "junk food" during school hours, according to the center.

The report won the endorsement of the American School Food Service Association, marking the first time the association has endorsed a proposal that includes numerical limits on the amount of fat and salt in school meals.

■ **More than half of U.S. teenagers performed volunteer work last year, and nearly half contributed money to charities,** a new poll has found.

The national survey of 301 teenagers ages 14 to 17 was conducted by the Gallup Organization for the Independent Sector, a nonprofit coalition of organizations interested in philanthropy.

The survey found that teenagers who did volunteer work averaged 3.9 hours of service a week, and the average total contribution of teenagers to charitable causes last year was $48.

■ **Modest gains in student achievement among students in large urban districts indicate that urban schools are making progress in meeting new national education goals,** a report by the Council of the Great City Schools concludes.

The report, "Results 2000: Progress in Meeting Urban Education Goals," presents the results of a year-long study of how well urban districts are meeting six goals modeled after those adopted by President Bush and the nation's governors last year.

In particular, the report notes, "there is a clear, general trend of rising scores in large-city districts over the past five years."

Of the 45 districts surveyed, 31 reported improved math and reading scores at the elementary level, and 22 cited gains at the secondary level. Thirteen districts reported stable scores or mixed results in the elementary grades, and 22 in the secondary grades.

The report also cites renewed efforts to provide educational opportunities for preschoolers, increase graduation rates, increase the number of students going on to college, hire culturally and racially sensitive staff members, and reduce substance abuse as indicators of progress toward the goals.

Copies of the report are available for $15 each from the Publications Department, Council of the Great City Schools, 1413 K St., N.W., Washington, D.C. 20005.

STATES

Student Paper's Critical Comments Not Libelous, Calif. Court Holds

A high-school newspaper article that quoted a student's characterization of a teacher as the worst in the school was not libelous, a California appeals court has ruled.

In a unanimous decision, the three-member California Court of Appeal for the First Appellate District in San Francisco last month upheld a lower court's ruling that the student's statements were meant as opinion, not fact.

Larry L. Moyer, a teacher at Foothill High School in Pleasanton, filed a $1-million lawsuit against the school district, the school's principal and newspaper adviser, and the students who made and reported the comments in March 1988 articles in the school newspaper *In Flight.*

The original article, and a follow-up story, quoted a student calling Mr. Moyer a "babbler" and "the worst teacher at F.H.S."

In its decision, the appeals court said the "worst teacher" statement "was simply an expression of anger or disgust on the student-speaker's part."

Similarly, the court found the "babbler" statement "a form of exaggerated expression conveying the student-speaker's disapproval of [Mr. Moyer's] teaching or speaking style."

Robert Links, a lawyer for one of the student journalists, hailed the ruling.

"In essence they're saying that even a little newspaper like *In Flight* can be as important as *The New York Times,*" he said.

Mr. Moyer has not yet decided whether to appeal the ruling, his lawyer, Rita Rowland, said last week.

"We were very disappointed," she said, adding that it was a "sad decision for teachers."

Sinking Their Teeth Into Science

Last week, students caught chewing gum during class in one Central Florida school district didn't find themselves in deep trouble for a change.

Not only were they allowed to chew gum, they were on a "supervised chewing regimen" to do so.

In fact, for the next three years, students at 13 schools in the Polk County district will be enjoying their gum and helping their schools earn money in the process.

Under an agreement with the University of Florida's department of dentistry, some 4,000 7- to 12-year-olds in the district will be chewing sugarless gum as part of a research study.

Loel Barr

Anthony J. Conti and his co-workers from the university want to examine the relative benefits of gum sweetened with two kinds of sweeteners—sorbitol and xylitol. Previous research has indicated that chewing sugarless gum may help reduce cavities in children by inhibiting the growth of bacteria and reducing acidity in the mouth after meals.

The 13 schools volunteered for the program after hearing a presentation by Dr. Conti. The participating students had to get permission from their parents.

For 10 minutes twice a day, the students will be supervised as they chew the gum—some one kind, some the other. They'll also receive free toothbrushes and annual checkups courtesy of the university.

And the university really sweetened the deal for the district, which will receive a total of $325,000 over the period. Some of the money will go to the participating schools and some to the district's scholarship fund, a school spokesman said. —G.B.

DISTRICTS

Federal Appeals Court Upholds Superintendent's Free-Speech Right

A school superintendent's right to free speech outweighs any loyalty to the school board that employs him, a federal appeals court ruled last month.

In a 2-to-1 decision, the U.S. Court of Appeals for the Fifth Circuit held that the Salado, Tex., school board violated former Superintendent Nolan Kinsey's free-speech rights when it fired him after he openly supported the board's incumbent president and two other candidates in a 1988 election. All three candidates lost, and their replacements voted to fire Mr. Kinsey.

A lower court had ruled in favor of the board, but the appeals court disagreed, saying that "to unequivocally forbid such a person from participating in the election of school-board members deprives that person of his right to freedom of speech and denies the electorate access to his unique point of view."

In a dissenting opinion, Judge Thomas Gee wrote that the court has "sent a message that self-conferred tenure waits only upon involving oneself in the political campaigns of one's elected superiors."

The district has asked for a rehearing.

■ **The Boyd County, Ky., school district operates with little coherent organization and improperly identified an entire 1st-grade class as remedial so that the teacher could be paid with state funds,** a team of auditors concluded in a report delivered to the state school board last month.

The audit was among the latest of a series of investigations critical of the county's schools. In September, the state ordered district officials to revise their special-education programs to ensure proper evaluations, and the district's superintendent faces charges of official misconduct for allegedly lying to the state about overcrowded classrooms.

The latest report also said the district fails to provide a free education because it depends on aggressive year-round fund-raising efforts, including soft-drink and candy sales, for its financial survival, despite the fact that the district receives more in state aid per student than many more affluent districts.

Delmis Donta, the district's superintendent, has asserted that audit contains "misinformation and conclusions which are totally or partially erroneous."

■ **Every principal in the Philadelphia public schools will receive a free Apple computer and training** under a new program run jointly with the computer manufacturer and Drexel University.

Under the program, called Project Launch PAD (for Philadelphia, Apple, and Drexel), Apple Computer Inc., will donate 280 Macintosh Plus computers with hard-disk drives of 40 or 80 megabytes to the district. The firm also is sending five Macintosh portable computers and five portable modems. The total value of the hardware is nearly $900,000, according to Barbara Farley, a school spokesman.

For its part, the university will assist in developing the software, including templates of standard district forms for data entry and tracking. University staff members will also develop and offer a hands-on training program at Drexel for the principals receiving the computers. Training will be offered for novice, intermediate, and experienced computer users.

Although some principals, particularly those at larger schools, already have computers, Ms. Farley said, most do not. Principals usually are given the lowest priority in getting new computer equipment, she said.

■ **Next summer, some high-school students in Fulton County, Ga., will be stepping out from behind their desks and taking their place at the teacher's podium.**

Under a new program approved last month by the Georgia Board of Education, students may now enroll in an education course that culminates in actual teaching experience at nearby elementary schools or their own high school.

The program is similar to another one, whose funding was cut off a decade ago by state legislators who said students should be learning from teachers, not doing their jobs.

Shirley Phillips, an assistant superintendent who is administering the "Young Educators of Tomorrow" program, said the state's change of heart came from the realization that Georgia will need some 35,000 new teachers between 1990 and 1995.

The program focuses on personal issues such as learning styles in grades 6 through 8, discusses issues facing schools and education in the 9th and 10th grades, and shifts to the teaching component with juniors and seniors, who will teach alongside a mentor teacher, Ms. Phillips said. More than 200 students have already signed up, she added.

■ **Computerized selection is replacing school officials' first-round scrutiny in pairing city children with suburban schools for interdistrict transfers in the Milwaukee area,** school officials have announced.

The 24-district Compact for Educational Opportunity, an effort to promote racial integration in Milwaukee-area schools, involves some 7,000 elementary and secondary students, including some who transfer to city schools from suburban districts, according to Russell Prust, the compact's manager for support services.

Until recently, officials in a participating district chose from piles of applications from students seeking to attend their schools.

But a computer-based system now will send a participating district enough applications for its available slots. Should the district reject an applicant, another application will be provided, until all slots are filled, Mr. Prust said.

Schools may still reject a potential transfer student for various reasons, including the student's previous expulsion for possessing a weapon or for another serious infraction; failure to provide application information as requested; need for bilingual education not available in a given district; and record of an inordinate number of unexcused absences.

The computerized system is designed to ensure that the racial composition of the transfer students in a given district reflects the racial composition of the Milwaukee schools' minority students: approximately 80 percent black, 12 percent Hispanic, 5 percent Asian, and 3 percent Native American.

■ **The Independence, Mo., school board has offered to accept transfer students from the Kansas City public schools beginning next fall in an effort to free the district from a school-desegregation lawsuit** that has embroiled the area for more than a decade.

Late last month, Independence school officials offered to accept about 35 minority junior-high students from the neighboring district. The plan also calls for a new, $4.4-million elementary school, to be built by Kansas City using state funds, to serve some 450 to 500 students from both districts.

Last week, the Kansas City board agreed to discuss the plan in committee and review the legal implications, said Reginald E. Rowe, a district spokesman.

Before the plan can become final it must be endorsed by the Kansas City district and the local teachers' union, the state, and the lawyer for the plaintiffs in the desegregation case, Mr. Rowe added.

■ **A Maine school district's proposal to decrease a $213,000 budget deficit by adopting a four-day school week has been rejected by the state commissioner of education.**

While the proposal would have eliminated 22 school days, extra hours would have been added to compensate for the loss, said Richard Clockedile, superintendent of School Administrative District Number 3.

Mr. Clockedile cited unexpected rises in fuel costs, along with several other factors, as reasons for the budget shortfall.

Richard H. Card, deputy state commissioner of education, called the deficit-reduction proposal "thoughtful and thorough," but described the four-day week as unnecessary. "Our rule of thumb is to use all other available options before waiver of state regulation is required," Mr. Card said.

DIMENSIONS

Public-School Enrollments

Public-school enrollments for the 1990-91 school year increased by more than 400,000 students over the previous year and passed the 41-million mark for the first time since the early 1980's, according to a survey conducted by a private marketing firm.

The firm, Market Data Retrieval, an eduational marketing-research and mailing-list firm affiliated with the Dun & Bradstreet Corporation, conducts an annual telephone survey of all 15,000 school districts in the United States.

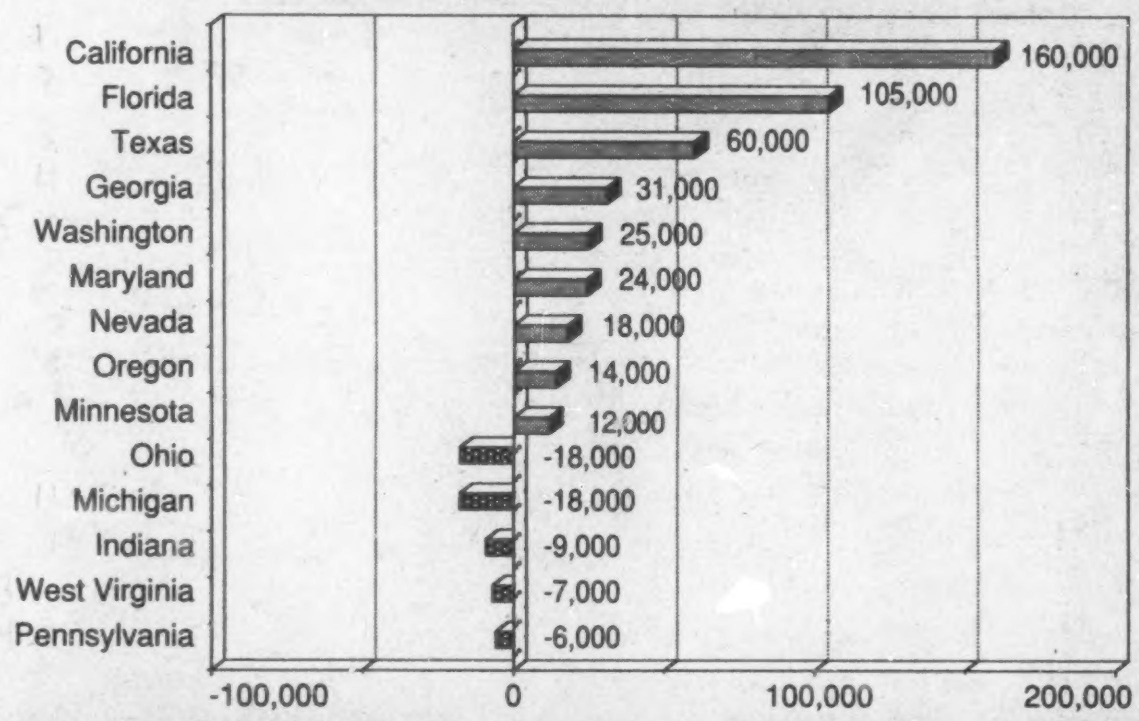
This year's survey showed the biggest gain was in California, which enrolled approximately 160,000 more students than last year. Four California counties—Los Angeles, San Bernadino, Riverside, and San Diego—posted the largest gains by county in the nation, the survey said.

Over all, elementary enrollments increased by 450,000 to 22,450,000 and middle schools grew by 208,000 to 7,172,000, the report said. High schools, meanwhile, dropped by 250,000 to 11,638,000; the firm expects high-school enrollment to rebound by 100,000 next year.

Five states—Ohio, Michigan, Indiana, West Virginia, and Pennsylvania—had large enrollment losses.

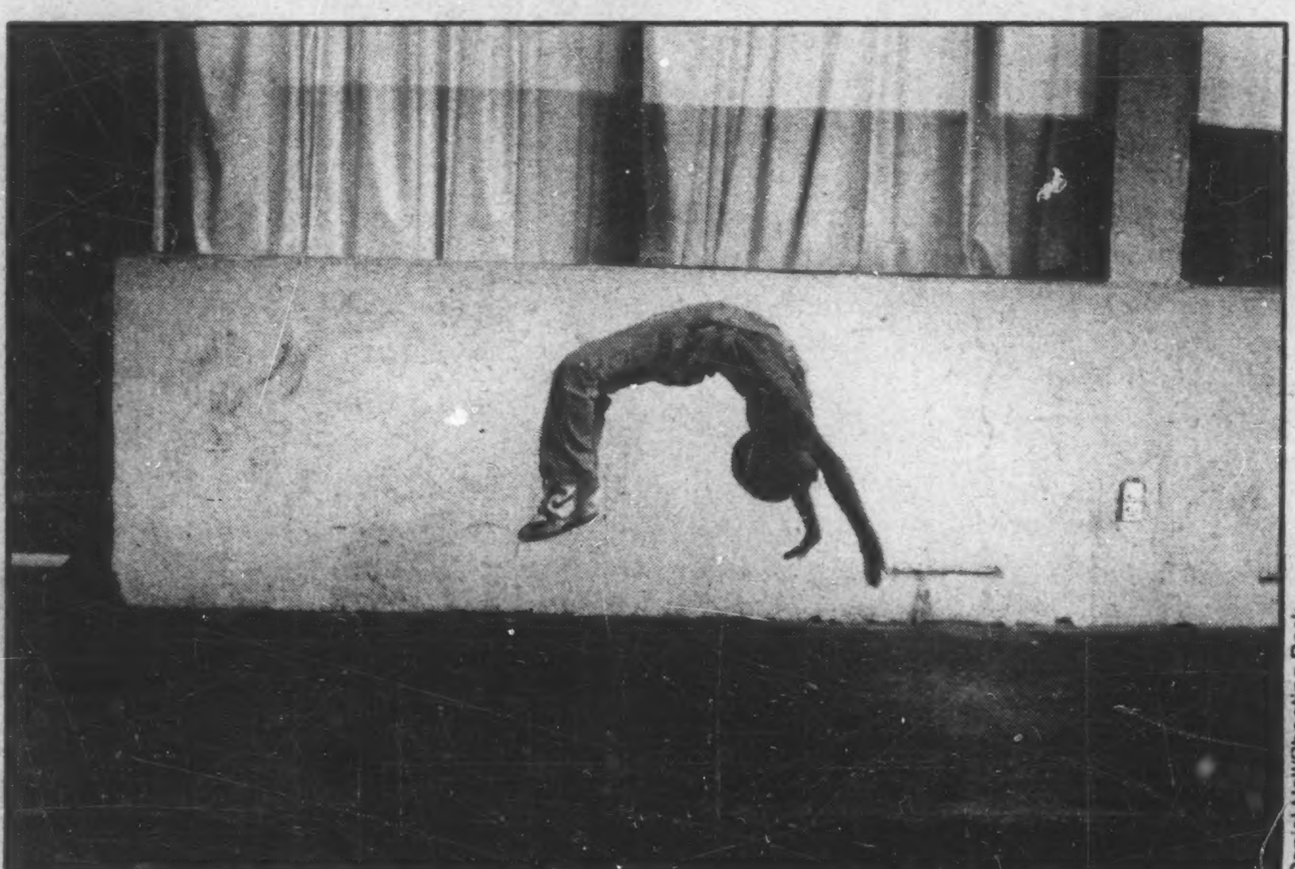
More information on the survey is available from Market Data Retrieval, 16 Progress Drive, Shelton, Conn. 06484; telephone (203) 926-4800.

Changing Public-School Enrollment



Source: Market Data Retrieval 1990 Survey.

Head Over Heels



Daniel Hall, 11, took the above picture for Shooting Back, a nonprofit group that sponsors photography and writing workshops for homeless and at-risk children in the Washington area. The group recently staged an exhibition of its work.

PEOPLE

■ **Pete Rose**, a former manager and star of the Cincinnati Reds, will soon be going to bat for the city's school system.

Mr. Rose, now serving a five-month sentence for tax evasion at the federal prison camp in Marion, Ill., will serve out part of his 1,000 hours of court-ordered community service as an instructor assistant for the physical-education department, according to a district spokesman.

The slugger is expected to divide his time among five inner-city schools teaching P.E. and health classes, the spokesman said, but final details have not yet been worked out.

When school closes for the summer, he is expected to continue his community service at the city's youth centers.

Mr. Rose's sentence is due to end Jan. 7.

■ Three distinguished educators have won the 1990 Harold W. McGraw Jr. Prize in Education.

The winners are **James P. Comer**, associate dean of the Yale University School of Medicine and Maurice Falk Professor of Child Psychiatry at Yale's Child Study Center; **Clark Kerr**, president emeritus of the University of California; and **Richard C. Wallace Jr.**, superintendent of the Pittsburgh Public Schools.

Each received a cash award of $25,000 for his contributions to the field.

The annual prize was established in 1988 in celebration of the publisher McGraw-Hill's 100th anniversary. It is named for the corporation's chairman emeritus, who is the founder and president of the Business Council for Effective Literacy.

Teaching our Teachers

Colleges of Education Under Increasing Attack As Weak Link in the Drive To Improve Nation's Schools

By Lynn Olson

WILD ABOUT GOOD WORK

Jason Lee

Joyce Potochney, a senior in the teacher-training program at Towson State University in Maryland.

Battered from the outside and subject to increasing scrutiny from within, teacher training remains one of the most troubled and castigated enterprises on the educational landscape.

In a report released last month, Lynne V. Cheney, chairman of the National Endowment for the Humanities, states, "We force prospective schoolteachers to take education courses that waste their time."

Such courses "are more likely to confuse and mislead than to enlighten," she asserts, adding that they are "intellectually demeaning."

An October article in *Newsweek* magazine, titled "The Failure of Teacher Education," quotes John Silber, the president of Boston University, as saying, "The best thing that could happen to most schools of education would be closing them."

Last summer, when Gov. Garrey E. Carruthers of New Mexico proposed a similar solution at the annual meeting of the Education Commission of the States, his proposal received a surprisingly high level of approbation.

As State Representative Wilhelmina Delco of Texas notes: "Ninety percent of reality is in the perception. And the perception of teacher education is bad."

Even classroom teachers look back with derision on their professional-education programs.

In a 1987 survey of 22,000 teachers conducted by the Carnegie Foundation for the Advancement of Teaching, 40 percent rated their preservice professional preparation as "fair" or "poor."

Fewer than 15 percent of those surveyed in a 1986 study for the National Education Association judged their undergraduate courses in education as a "definitely effective" source of job-related knowledge and skills.

Though evidence suggests that the level of disgust with teacher education is higher than ever, current complaints about how teachers are trained fall into four broad categories that have changed little since the outset of the 1980's:

● Although the academic quality of prospective teachers has improved, teaching is still not attracting "the best and the brightest."

Moreover, at a time when an increasing number of particularly gruesome cases of alleged sexual abuse and misconduct among teachers have been reported, scant attention has been paid to the moral characteristics of those who would teach.

● While a growing number of states require future teachers to declare a liberal-arts major, educators still lack a deep understanding of the content they teach.

First in a Series of Special Reports

Simply requiring an academic major may be an attractive—albeit ineffective—solution to the problem, many say.

● In large part because teacher educators have failed to make the case for professional-education courses, the value of courses in pedagogy has still not been recognized.

The result is that several states have placed stringent limits on the number of such courses that future teachers can take. And even insiders admit that these courses are often incoherent, ill-conceived, and poorly taught.

● Prospective educators are spending more time than ever in the schools, but the quality of their fieldwork may not have improved.

The result is a shocking "discontinuity" between what students learn on campus and what happens in classrooms, as well as a disheartening perpetuation of the status quo, according to Willis D. Hawley, director of the center for education policy at Vanderbilt University.

Such troubling and fundamental concerns, educators maintain, should send up a red flag for anyone worried about the future of the nation's schools.

As John I. Goodlad, a professor of education at the University of Washington, notes, "If we are going to reform our schools, then we ought to be looking at the teachers who are going to teach in those schools."

As report after report has made clear, tomorrow's schools will have to be substantially different from today's.

By the year 2000, the majority of American schoolchildren will be members of a minority

Continued on Page 12

Teaching our Teachers

WEAK LINK

Continued from Page 11

group—many of them from home and community backgrounds that are not particularly conducive to learning or familiar with the tenets of a democratic society.

At the same time, the expectations for American education are growing to reflect an increasingly high-technology economy. Schools that were once content to emphasize rote memorization must now teach students how to think for a living and how to continue learning on the job.

Far from keeping pace with such trends, critics allege that teacher education remains mired in the past.

"There's a lot of tension about the fact that teacher preparation is not in tune with practice," says Kenneth L. Peatross, executive secretary of the Minnesota Board of Teaching, "that, somehow, preparation is not keeping abreast of the advances that are being made in teaching and learning; that veteran teachers are out there floundering around and learning on the job; and that teacher education is blithely going along preparing people for 1950."

The result, according to both fans and foes of teacher education, is that the preparation of educators needs a major overhaul, not just a ratcheting up of the current system.

While many programs have been struggling to reform, most assert that changes have not come fast enough or been made deep enough.

"I think terms like small modifications, tinkering, and so on are still appropriate to describe our situation," says Richard Wisniewski, dean of the college of education at the University of Tennessee at Knoxville. "All of us can point with some pride to some pilot program that we say is doing it right, but the mainstream of teacher education has yet to be challenged."

Troubled Past, Troubled Present

Ironically, the current movement to reform the public schools has largely ignored the teaching of teachers.

Not one of the President's six national education goals mentions teachers. And most state attempts to reform teacher education have been cursory and simplistic, critics maintain.

In general, states have focused on stiffening admissions requirements for teacher-training programs, mandating liberal-arts majors, and increasing the amount of time that prospective teachers spend in the schools.

Rarely have such requirements been accompanied by a substantial infusion of new money for teacher preparation.

Such a situation is hardly surprising given the history of teacher training in the United States.

Since their inception as "normal schools" in the 1830's, dedicated to the practical instruction of elementary-school teachers, teacher-preparation programs have been widely viewed as anti-intellectual and dubious in status.

As early as 1840, the Massachusetts House committee on education questioned the necessity of teacher education at all. It appeared to them, panel members wrote, "that every person, who has himself undergone a process of instruction, must acquire, by that very process, the art of instructing others."

And in the 1950's, the historian Arthur Bestor called teacher preparation "a fraud upon the teachers themselves and upon society as a whole."

It did not help that, from the outset, much of teacher preparation was devised apart from—and subservient to—the university, where professors and other academicians were trained. Nor did it help that most of the students who flocked to the early normal schools were women, of whom little was expected in the form of academic rigor or achievement. Problems of low status and low pay have plagued the profession ever since.

Just last month, in one of the most comprehensive studies of teacher education ever conducted, Mr. Goodlad described such programs as the stepchildren of the university, suffering from "chronic prestige deprivation," a lack of clear mission, incoherent programs, and inadequate funding.

Colleges and universities that are not prepared to shape up their teacher-education programs, he contends, should get out of the business.

'Simultaneous Change' Needed

Today, there are more than 1,200 institutions nationwide that prepare teachers—about twice as many as some educators think the nation can afford.

They range from small liberal-arts colleges to giant regional universities to elite research institutions. And they turn out approximately 91,000 teachers a year at the undergraduate level, where most teachers are still trained.

"In my opinion, the range in quality among colleges of education in any given state is probably wider than the range in quality among high schools," says David C. Smith, dean of the college of education at the University of Florida at Gainesville.

How to bring the majority of them into the 21st century, many maintain, should be one of the burning questions of the 1990's.

For as Mr. Wisniewski of the University of Tennessee notes: "Any assumption that we can dramatically change education without simultaneously examining the structure and content of schools of education simply is not realistic."

"If we assume that we're going to have new teachers for new schools for new generations," he asserts, "the institutions that prepare teachers are going to have to go through exactly the same change processes that we're advocating for the schools."

Recruiting Smarter People The 'Most Significant' Change?

One of the most prominent complaints about teacher education in the early 1980's was the dearth of high-quality candidates.

That perception was reflected in 1983 in *A Nation at Risk*, when it noted that too many teachers were being drawn from the bottom quarter of graduating high-school and college students.

Since then, 45 states have taken steps to improve the caliber of prospective teachers, either by limiting entry to teacher-education programs or by imposing new requirements for licensure.

Today, 21 states require students to demonstrate a minimum level of competency on state-prescribed tests before entering a teacher-education program—usually, a basic-skills or college-admissions exam.

Fifteen states require students to have achieved a minimum grade-point average in their prior college or university courses. Twelve states require both a minimum G.P.A. and a test.

In 1985, the National Council for Accreditation of Teacher Education also required that the programs it approves admit only those students who have maintained at least a 2.5 grade-point average and demonstrated proficiency in the basic skills.

According to a survey conducted by the Southern Regional Education Board in 1988, such changes have made institutions more selective. Half of the colleges and universities studied reported that they were accepting a lower proportion of applicants than in previous years.

In the S.R.E.B. survey, education deans characterized the increased rigor of the admissions process as "the most significant change in teacher education in this decade."

Today, studies suggest that prospective teachers have an academic profile—in terms of high-school grades and test scores—comparable to that of other college-going students.

Mr. Goodlad's study of 29 representative teacher-training institutions nationwide found that nearly all had raised their academic requirements for admissions.

"Perhaps this accounts for an academic showing among candidates that ran somewhat counter to conventional wisdom," he writes. More than 70 percent of the undergraduates in his study had grade-point averages of 3.0 or higher.

"Over all," he adds, "education faculty members viewed students in their teacher-education programs as of average scholastic ability compared with students on the campus generally."

Gerald Holly

Teacher-education students at Vanderbilt University. Willis D. Hawley, director of a policy center there, believes teacher education has contributed to its graduates' dissatisfaction by teaching the wrong things at the wrong time.

Total Enrollments in Schools of Education, Fall 1989

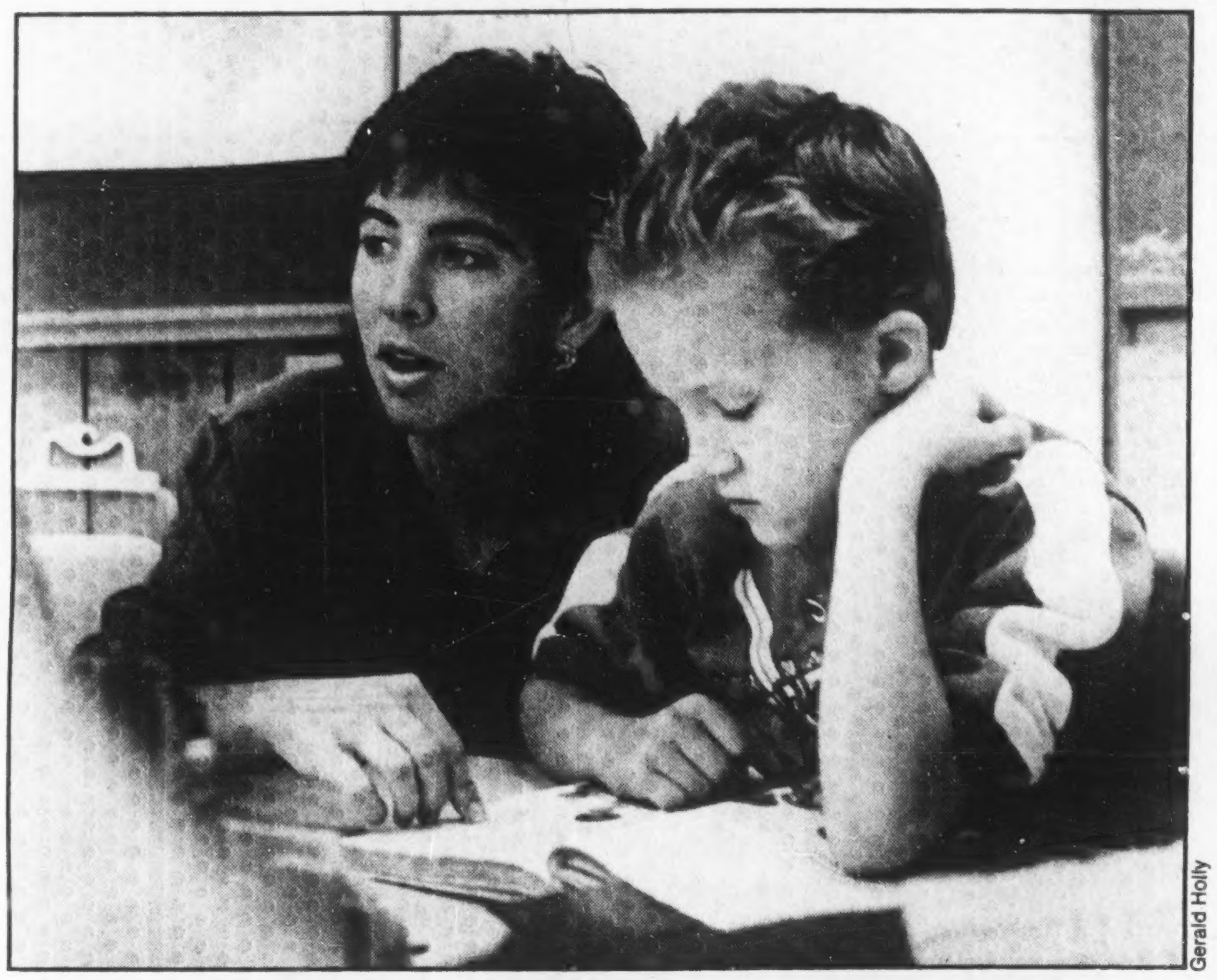
Racial/Ethnic Group	Total	%
White	426,748	86.5
Black	33,436	6.8
Hispanic	13,533	2.7
Asian/Pacific Islander	4,469	—
Native American/Alaskan Native	2,282	—
Other	13,138	2.7
TOTAL	493,606	100.0

Undergraduate Enrollment in Schools of Education By Academic Field and Race/Ethnicity, Fall 1989

Academic Field	Total	White %	Black %	Hispanic %	Asian %	Native %	Other %
Early Childhood	23,491	84.5	10.7	1.6	—	—	2.2
Elementary	130,704	90.1	5.0	2.6	—	—	1.1
Secondary	95,537	90.3	4.9	2.2	2.6	—	1.6
Special	22,871	86.3	9.0	1.8	—	1.0	1.3
Bilingual	923	37.6	2.5	52.3	1.4	2.1	4.1
Vocational	4,128	75.9	15.3	5.6	—	—	2.5
Other	23,062	80.3	12.6	2.4	—	—	3.7

Base: 685 schools of education nationwide * Percentages may not total 100 percent due to rounding.

Source: "Teacher Education Enrollment Survey, Fall 1990," American Association of Colleges for Teacher Education


Gerald Holly

The school-reform movement has largely ignored the teaching of teachers. Not one of President Bush's six education goals, for instance, mentions teachers.

Meanwhile, enrollments in teacher-training programs have increased 65 percent in the past five years, even as colleges have raised their admissions standards.

Media coverage regarding the need for new teachers, sharp rises in teacher salaries, and changing demographics all appear to have contributed to a surge in teacher-education enrollments and to an overall improvement in the quality of prospective educators.

Banning the 'Least Competent'

But others caution that the new admissions requirements have raised the average profile of education students by eliminating the bottom of the barrel, not by attracting the "best and the brightest."

"By itself," cautions Arthur E. Wise, president of NCATE, "such steps merely rid the system of the academically least competent."

According to a 1989 report by the Association of American Colleges, titled *Those Who Can: Undergraduate Programs To Prepare Arts and Sciences Majors for Teaching*, "while there has been progress, teaching still is not attracting aspirants of the quality and diversity it needs."

Quoting the findings from a 1988 report of the Cooperative Institutional Research Program, the A.A.C. report notes that first-year college students intending to enter teaching are, in disproportionate numbers, pursuing their education in less selective colleges and universities.

Within any given type of institution—all four-year Catholic colleges, for example, or all public universities—the percentage of first-year students wanting to teach drops as the institutions themselves become more selective.

For example, while 7.4 percent of first-year women in private universities classified as having "low selectivity levels" intended to teach, only 1.8 percent of first-year women in highly selective private universities intended to do so.

"Across this country, there are way too many institutions preparing teachers," says Kenneth R. Howey, professor of education at Ohio State University, "and so there's real unevenness of quality in both the programs and in the corpus of students who enter those programs. You've got everything from fine liberal-arts institutions with a select group of students . . . to institutions that basically have open enrollment and are under pressure to survive."

State attempts to get tough with institutions whose education students do not measure up also appear to have had a limited effect.

In those states that have required 70 percent to 80 percent of the students in a given teacher-education program to pass state-licensing exams in order for the program to remain certified, few programs have lost their approval for failing to meet the criteria.

Not only have all the institutions succeeded in meeting the standard after a year or two, but several state officials reported that students who took and failed such tests never applied for a teaching license, making it almost impossible for the requirement to be monitored.

'Skittish' About Morals

Others argue that by relying too much on grade-point averages and test scores, the admissions process has overlooked other equally fundamental questions about prospective teachers, including whether they can relate well to children or work cooperatively with adults.

Mr. Goodlad's study found no admissions criteria "tied to the moral, ethical, and enculturating responsibilities" of future educators.

"Every campuswide teacher-education council I interviewed was skittish about discussing its role in selecting and monitoring candidates for teaching on criteria beyond the academic," he writes. "Their concerns with broadened criteria centered on potential legal problems and fear of litigation."

Only a handful of institutions—such as Central Michigan University—have attempted to give the attitudes and interests of prospective teachers a substantial amount of weight in their admissions decisions.

In states where the very existence of an institution's teacher-education program depends on its graduates' performing well on teacher-licensing exams or beginning-teacher assessments, adds Mr. Goodlad, the tests themselves may be having a negative effect on the curriculum, narrowing it in much the same way that standardized tests have been accused of emaciating the curriculum in grades K-12.

Keeping Minorities Out?

Finally, several studies have suggested, standardized tests are keeping minority candidates out of teaching, at a time when the proportion of minority students in the nation is expected to reach 30 percent by the year 2000.

According to a report by the Educational Testing Service, regardless of the type of test used or the area assessed, minority candidates have substantially lower passing rates than do majority candidates.

Partly as a result, the percentage of minorities in the teaching force is projected to decline over the next 15 years from 10 percent to less than 5 percent.

Meanwhile, estimates suggest that the current population of undergraduates intending to teach is more than 85 percent white and 80 percent female.

In response to such concerns, the state of Florida has allowed each teacher-training institution to waive rigid admissions criteria for up to 10 percent of its student body, in the hope of attracting more minority candidates.

Knowing One's Subject: Still an Elusive Goal

Another complaint that has dogged teacher education throughout the 1980's is that prospective educators know too little about the subjects they will teach.

After analyzing the transcripts of more than 6,000 undergraduates in 17 institutions in 1985, the S.R.E.B. concluded that teacher-education students on average completed a weaker general-education curriculum than their arts-and-sciences counterparts; took fewer courses in the liberal arts at the upper levels; and had less coursework in English, mathematics, the physical sciences, economics, history, political science, sociology, foreign languages, philosophy, and other humanities.

The report also found that future teachers often took academic courses in sections specifically designated for them, apart from other students. Even prospective high-school teachers, who typically majored in an academic field, completed fewer credits in their majors and less of their coursework at the upper level than did their peers headed for other careers.

Partly in response to such concerns, at least a dozen states—including California, Connecticut, Massachusetts, Mississippi, New Jersey, New York, Rhode Island, Tennessee, Texas, Vermont, Virginia, and Washington—have adopted policies requiring prospective teachers to major in a liberal-arts discipline.

Some states, such as Connecticut or Mississippi, also allow for an interdisciplinary major or an academic minor for prospective elementary teachers.

According to teacher educators, such requirements have had some effect, but probably not as much as lawmakers had anticipated.

Most prospective high-school teachers already majored in the subjects they planned to teach and were virtually untouched by the new requirements.

"As far as secondary education is concerned, there's probably been no change whatsoever," says David E. Kapel, dean of the school of education and related professional studies at Glassboro State College in New Jersey.

Confusion Reigns

For prospective elementary teachers, the requirements have made more of a difference. But the pattern is confusing, with wide variations both within and among states.

Virginia, for example, requires that all future teachers complete a liberal-arts major. At Virginia Commonwealth University and the University of Richmond, future elementary teachers can select any major they want.

Virginia Polytechnic Institute allows students to choose between an interdisci-

Continued on Page 14

Michael Anderson

We force prospective schoolteachers to take education courses that waste their time.

–Lynne V. Cheney

There's a lot of tension about the fact . . . teacher education is blithely going along preparing people for 1950.

–Kenneth L. Peatross

All of us can point with some pride to some pilot program . . . but the mainstream . . . has yet to be challenged.

–Richard Wisniewski

The range in quality among colleges of education in any given state is probably wider than . . . among high schools.

–David C. Smith

Teaching our Teachers

WEAK LINK

Continued from Page 13

plinary arts-and-sciences major and a major in child development that includes coursework in most of the subjects they might teach. Norfolk State University enables students to select from among an interdisciplinary major, or a major in English, history, or social studies.

In New Jersey, says Nicholas M. Michelli, dean of the school of professional studies at Montclair State College, many prospective teachers are now majoring in psychology.

Within the field itself, the debate still rages about what subject-matter knowledge elementary teachers need.

"I don't think we're unified at all about what it means to make an intellectually more solid preparation for elementary teachers," says Nancy L. Zimpher, an associate professor of education at Ohio State who, along with Mr. Howey, has written a book on the preparation of elementary educators.

A 'Misleading' Solution

Similarly, while many institutions have required prospective teachers to take more general-studies courses, few appear to have re-examined those general-education requirements in depth.

"The colleges and universities in our sample left to students in teacher education either the choice of arts-and-sciences courses within the general-education specifications of the institution or the choice of courses within broadly defined domains such as the humanities, social sciences, mathematics, and the natural sciences," Mr. Goodlad writes.

"Is one course about as good as another for teachers as long as it is designated as an option satisfying the institution's general-education requirements, as this free-choice approach suggests?" he asks. "I think not. Nor do I think students possess the information they need to make informed, intelligent choices."

Unlike medical schools, which require their students to have completed a highly specified undergraduate curriculum, notes Linda Darling-Hammond, professor of education at Teachers College, Columbia University, "We haven't developed a conception at this point of something that might be called a pre-ed major."

"The medical-school curriculum is based on the assumption that people come to medical school with certain things under their belt," she maintains. "Because this has been done willy-nilly in education, with some kind of magical thinking about having a disciplinary major meaning something special, we really don't have any conception of how to build an education curriculum on top of whatever that major may turn out to be."

In its 1986 report, "Tomorrow's Teachers," the Holmes Group, a consortium of research universities dedicated to the reform of teacher education, frankly admitted the weakness of most students' subject-matter preparation.

But it placed the blame at the door of the entire university, not just the colleges of education, which provide little, if any, of a teacher's subject-matter training.

According to the report, "the traditional course of study in an academic major, in its premature rush to specialization and vocational preparation, often fails to elaborate the structure of the discipline, its origins and goals; and ignores criteria that cause some issues to merit deep study and others to be merely interesting or trivial."

Such majors, the report asserts, may be inappropriate for all students, not just prospective educators.

"The really misleading piece of this," says Frank B. Murray, dean of the college of education at the University of Delaware, "is that you can require a major and think you've solved the problem."

"In fact," he suggests, "you've compounded your problem, because the major is about something else. It's about entry-level employment or getting into graduate school. It's got nothing to do with whether or not you can teach your subject."

In fact, research now suggests that knowing a subject well may not enable someone to teach it.

In addition to strong preparation in an academic discipline, future teachers may require something called "pedagogical content knowledge"—or information about how to teach a particular concept, like negative numbers, to students of varying ages and abilities.

"Should that come out of subject-matter courses?" asks Mary M. Kennedy, director of the National Center for Research on Teacher Education at Michigan State University. "Should it come out of a whole series of subject-specific methods courses, or what? I don't think anybody has a clear, obvious answer to that."

Making the Case For Professional Studies

Meanwhile, many of those outside teacher education continue to question the very heart of the enterprise: the necessity of professional-education courses.

"The place that we have not done an adequate job right now," says Judith E. Lanier, president of the Holmes Group and executive director of the Michigan Partnership for New Education, "is on the professional studies that the education school itself assumes primary responsibility for."

"People understand that you need the arts and sciences," she asserts. "People understand that you need schools of best practice. And then they say: 'What do the education schools do?' I think we've done least well in articulating the important learnings for which the education school must be held responsible."

The rapid proliferation of alternate routes into teaching during the 1980's reflects the public's lack of faith in the value of professional preparation.

Estimates suggest that between 33 and 48 states now offer such programs, which allow individuals to earn a state teaching license without completing traditional teacher training.

Although some of these programs are trying to provide innovative ways for older college graduates to become teachers by emphasizing classroom experience and compressing the time spent on pedagogy, others are little more than rubber stamps into the profession.

In addition, the widespread belief that prospective teachers are taking too few liberal-arts courses and too many courses in pedagogy has led several states to limit the number of education courses required of prospective teachers, even within traditional programs.

New Jersey, for example, confines a prospective teacher's professional education to 30 semester hours, including student teaching. Virginia limits such coursework to 18 hours, excluding student teaching, unless a university decides to offer a five-year program. And Texas has placed an 18-hour cap on teacher training, including all fieldwork.

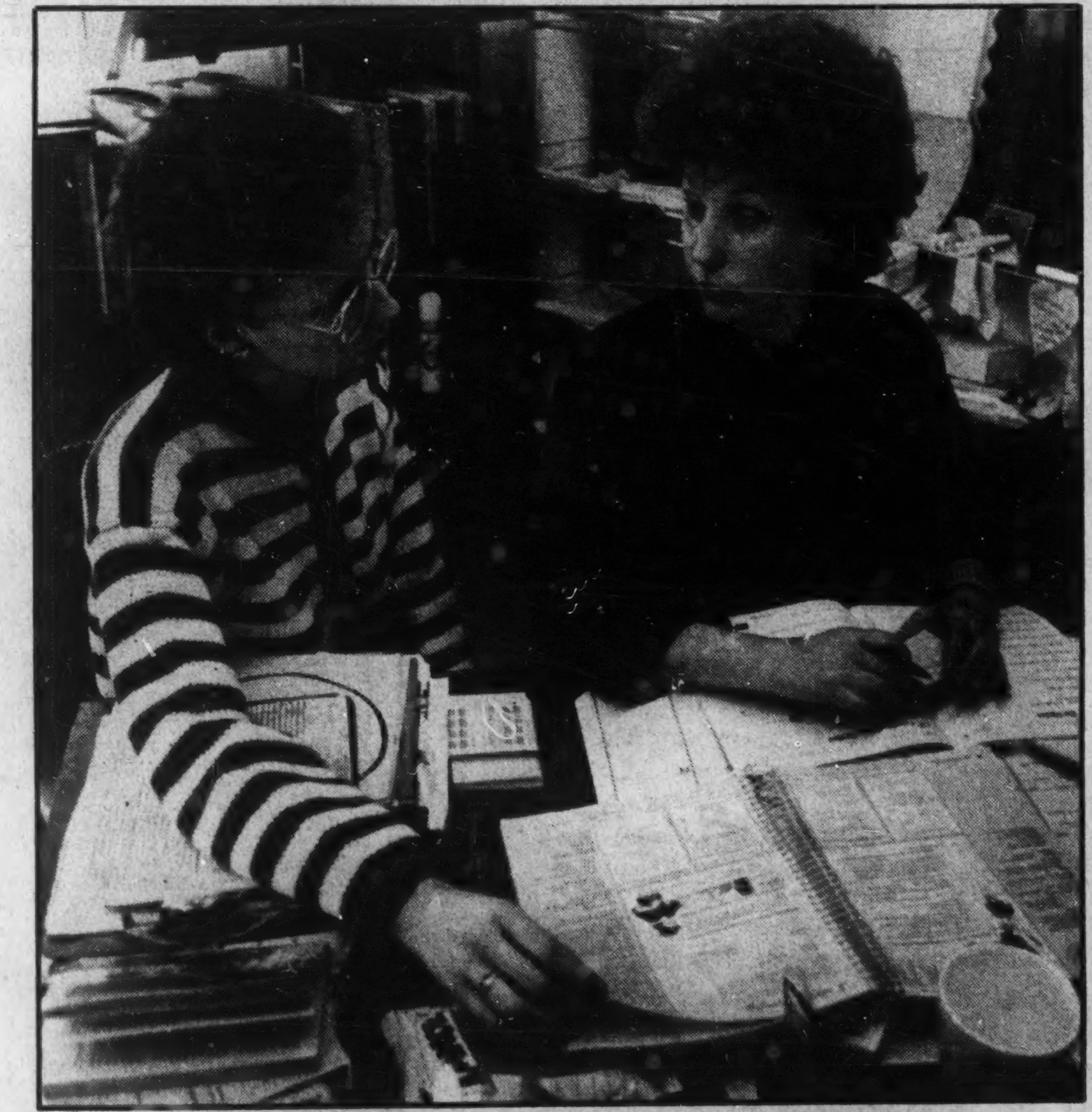
'Fearful' for the Future

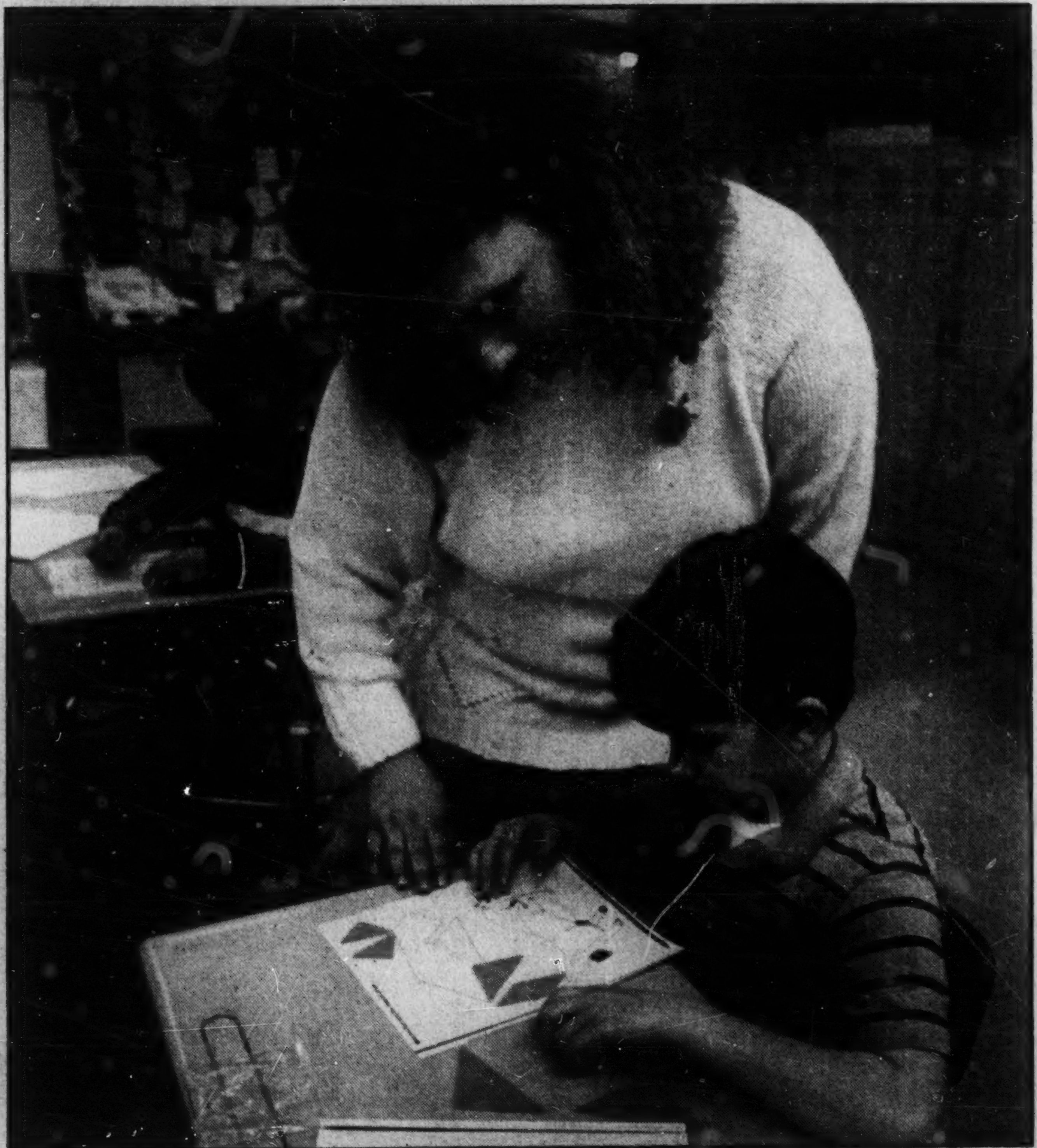
The result has been the wholesale elimination of courses on some university campuses and attempts to shoehorn more and more knowledge into less and less time.

V.P.I., for example, dropped six semester hours of instruction, including a course in tests and measurements and one in instructional technology.

Hardin-Simmons University in Texas dropped two methods courses, a course on multicultural education, and one on classroom management.

Corpus Christi University, also in Tex-





Teacher-education students at the University of Tennessee at Knoxville. Tennessee is among at least a dozen states—others include California, Connecticut, Massachusetts, Mississippi, New Jersey, New York, Rhode Island, Texas, Vermont, Virginia, and Washington—that have adopted policies requiring prospective teachers to major in a liberal-arts discipline.

Photos by University of Tennessee-Knoxville

as, replaced specialized methods classes in math, science, social studies, and language arts with one generic course.

At several institutions, including the University of Texas at Austin, officials say the new requirements have forced them to create tighter and more articulated programs. Others admit that there was some duplication and redundancy in the curriculum.

But by curtailing professional education to at most four to six courses, teacher educators lament, state policymakers went too far in the opposite direction and painted all teacher-training programs with the same broad brush.

"There are things that will not be provided to these teachers and will need to be provided to them on an inservice basis," warns Elaine P. Witty, dean of the school of education at Norfolk State, which eliminated several specialized methods courses.

At a time when the the number of troubled and disadvantaged children showing up at the schoolhouse door is surging, many educators suggest, prospective teachers need more—not less—professional training.

"What we're having to do," argues Richard L. Simms, associate dean for academic affairs at the University of North Texas, "is deal with a lot of very important subjects on a superficial basis. And we don't feel good about that as professionals. We're fearful about what that means when these new teachers get out into the public schools."

'The Only Profession'

In the past few months, 9 of the 26 Texas institutions that were once approved by NCATE have withdrawn from the accreditation process, including the University of North Texas. Officials say the school's decision stemmed, in part, from concerns that they could no longer meet the more stringent, national standards.

"We were due for an NCATE visit in February," Mr. Simms explains, "and all of the signs pointed to us being turned down."

"When that appears in the Dallas papers or the Houston papers," he argues, "the guy on the street won't understand that it was because of the state law—something outside of our control—and will assume incorrectly that it was because we had a crummy program. We weren't willing to take that risk, so we decided to withdraw instead."

Complains Mr. Kapel of Glassboro State: "We're the only profession that exists in which a state puts a cap on the amount of professional courses one can take. Can you imagine them doing that to a medical school or a dental school or a law school? There would be no way. They'd hang those people out to dry."

Confusing the Public

Ironically, notes Ms. Darling-Hammond of Columbia's Teachers College, some studies suggest that teachers who are professionally trained are rated more highly and produce greater learning gains among their students than those who are not.

Moreover, such positive effects are more often related to the completion of methods courses than to the completion of additional arts-and-sciences requirements, she states.

But such research is not widely known, even among teacher educators. And among the public at large—ranging from governors to state legislators—the popular perception persists that any chemist who likes children can teach chemistry effectively.

"I think that limiting pedagogy has had the effect of confusing people about what teachers know and are able to do that any generally well-educated liberal-arts person cannot do," says Sharon P. Robinson, director of the national center for innovation at the N.E.A.

"Until we have a way to clearly distinguish between what folks know who are competent in teaching and others," she maintains, "we really can't get anywhere on this issue."

Meanwhile, other states may be looking toward Texas as an example. Last year, Georgia considered a bill that would have limited a prospective teacher's education courses to 30 semester hours. The bill passed the Senate education committee overwhelmingly. But its sponsor, State Senator John Foster, decided to put it on hold to allow the state boards of education and higher education to come up with their own solutions. Those proposals are expected next month.

In Mississippi, an advisory committee to the state board of trustees has recommended that the number of professional-education courses that can be required at state institutions be limited; however, the recommendations have not been carried out.

"There are many states that are giving such limitations serious consideration," says State Representative Lyle Sattes of West Virginia, "primarily because of the amount of effort it takes to reform an organization, as opposed to starting over."

Criticisms From Within

Among teacher educators themselves, criticisms of the professional-education curriculum are growing, although the complaints tend to be of a different nature.

Mr. Goodlad's study found that professional studies have changed little since 1963, when James B. Conant conducted a major national study of teacher education.

Then, as now, most prospective teachers complete a course or two in "foundations," or the history, philosophy, and sociology of education; a course in educational psychology or child development; a series of generic or specialized methods courses in how to teach; and student teaching—commonly in that order.

For prospective high-school teachers, the entire sequence may amount to no more than three or four courses in total, excluding the fieldwork.

"The curriculum in teacher education is really not coherent enough, and it's not focused enough," says Ms. Robinson of the N.E.A. "It's not clear what knowledge really is important."

Others note that most programs are not built around an articulated mission, a clear conception of teaching and learning, or an understanding of how teachers grow.

Questions of values, character development, and moral understanding, which should be at the heart and soul of teaching, are almost wholly absent, Mr. Goodlad says.

Of the 222 programs that have recently been reviewed by NCATE, 92 failed to meet a standard requiring that their programs be based on an explicitly stated philosophy that reflects both current research findings and sound practice.

More institutions failed this standard than any other approved in the redesign of NCATE three years ago. Eventually, Mr. Wise says, the new standard could serve to upgrade teacher-education programs, by requiring them to have a coherent view of the sort of teacher they want to produce.

"It's become my feeling that methods courses in teacher education suffer from two flaws as they're currently done," Ms. Darling-Hammond of Teachers College says. "Number one, they are too few and too broad and general."

"The second failing," she asserts, "is that, if they are kept too far divorced from practice or opportunities for practice, then it's hard to see how the methods are going to be applied or whether they're going to work."

How Teachers Learn

Others allege that existing programs fail to take into account new information

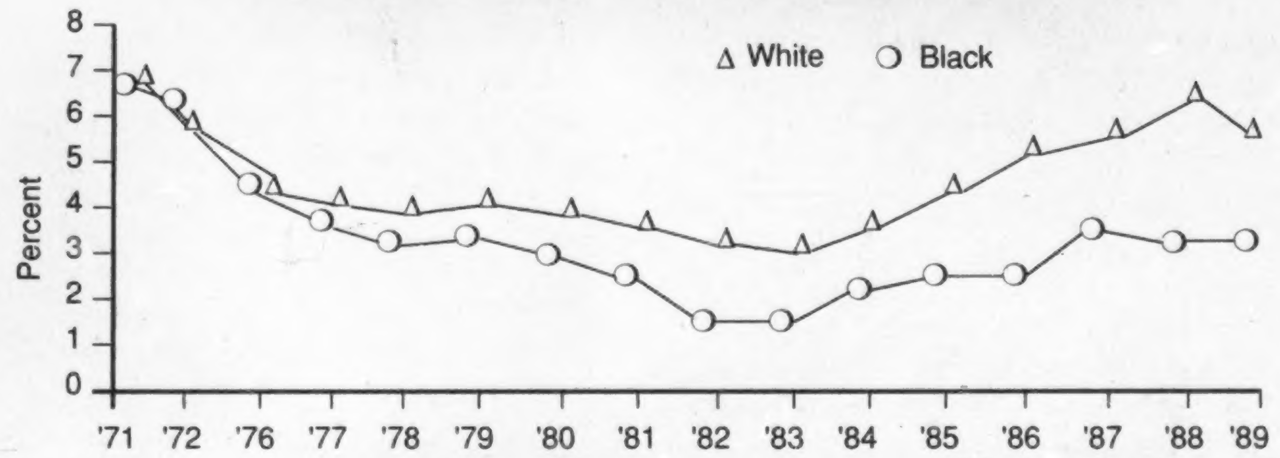
Continued on Page 20

College-Bound Seniors: SAT Score Averages, 1980-90

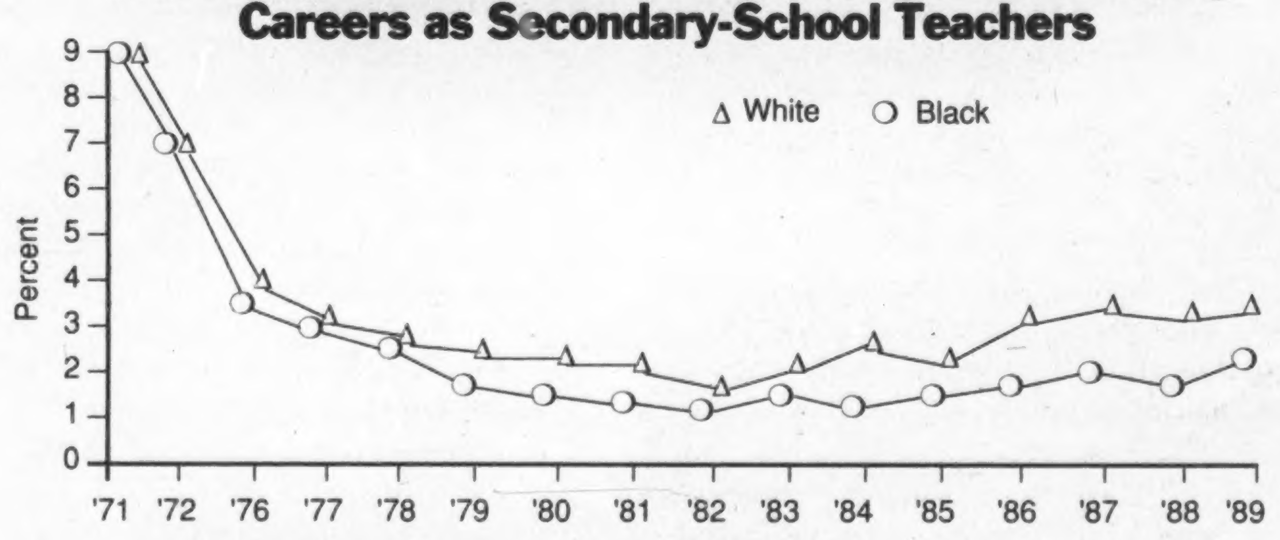
	Verbal		Mathematical	
Year	Total	Intended Education Majors	Total	Intended Education Majors
1980	424	389	466	418
1981	424	391	466	418
1982	426	394	467	419
1983	425	394	468	418
1984	426	398	471	425
1985	431	404	475	432
1986	431	—	475	—
1987	430	408	476	437
1988	428	407	476	442
1989	427	406	476	440
1990	424	406	476	442

Source: The College Board Admissions Testing Program

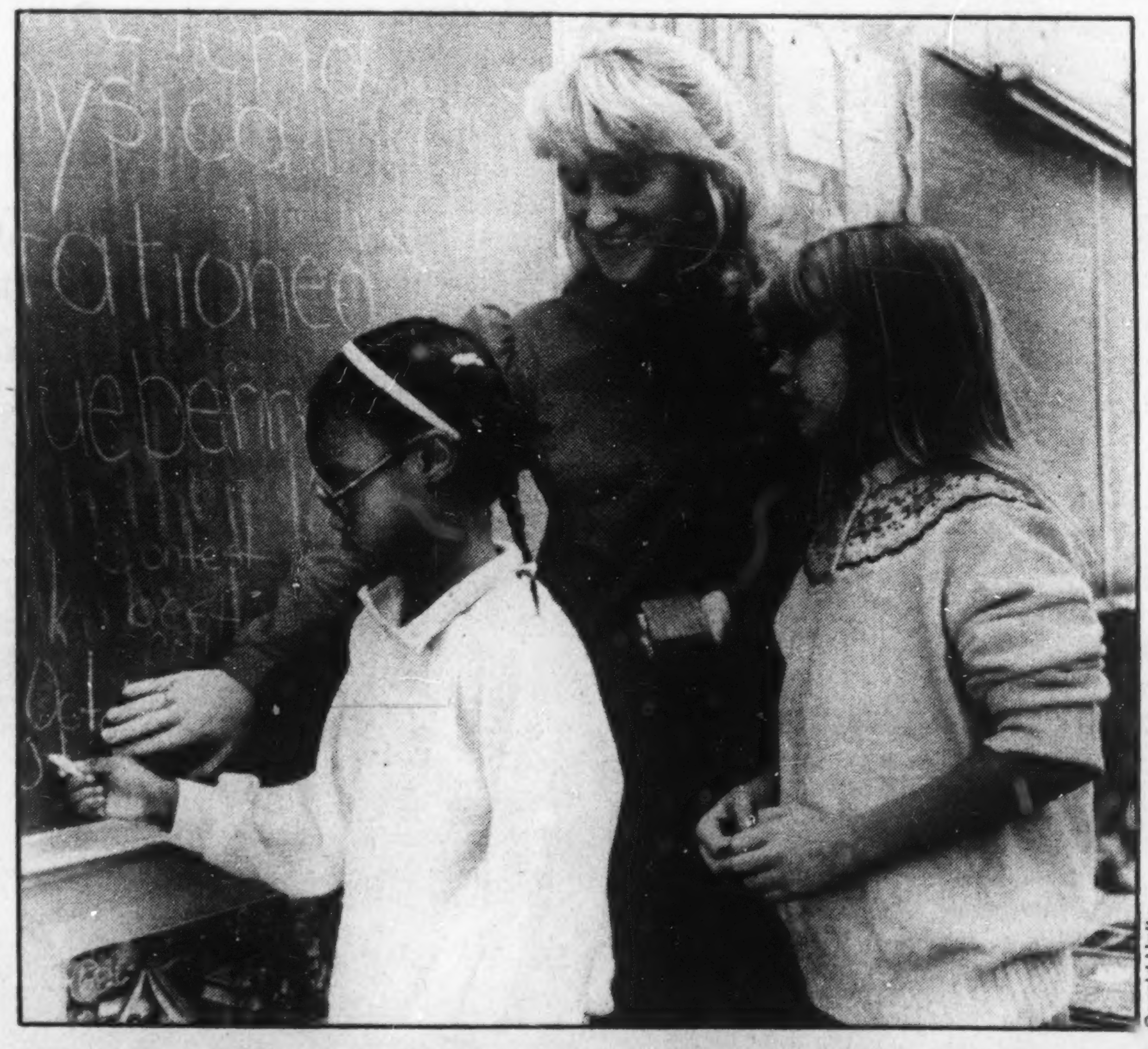
Percentages of Black and White Freshmen Planning Careers as Elementary-School Teachers



Percentages of Black and White Freshmen Planning Careers as Secondary-School Teachers



Source: The Black Undergraduate: Current Status and Trends in the Characteristics of Freshmen, Higher Education Research Institute, University of California, Los Angeles, 1990



More than 1,200 teacher-training programs—about twice as many as some educators think the nation can afford—turn out approximately 91,000 teachers a year at the undergraduate level.

Teaching our Teachers

WEAK LINK

Continued from Page 15

about how teachers and students learn.

Some research suggests that there should be more of a continuum between a teacher's preservice and inservice training, and that many things now learned on campus would be better learned on the job.

For example, most teachers complain that they never got enough instruction in classroom management before they began teaching, says Mr. Hawley of Vanderbilt, but studies have found that such lessons may be best learned after someone has already spent time in the classroom.

In contrast, he asserts, teachers probably cannot learn how to be reflective on the job if they did not bring that disposition with them.

By teaching the wrong things at the wrong time, Mr. Hawley maintains, teacher education has contributed to the dissatisfaction of its graduates.

Although the majority of education-school graduates say they feel ready to teach shortly after graduation, experienced classroom teachers give much lower marks to their preservice programs.

In addition, notes Ms. Kennedy of Michigan State, teacher education fails to challenge many of the already entrenched—and unproductive—views about teaching that future educators bring with them into their programs.

"When these people go through a teacher-education program," she asserts, "they sort of selectively reject anything that's not consistent with their own views. Then they walk out the door and the only things they've accepted are the things they already believed anyway. So they say, 'I didn't learn anything.' "

"What we have to do," she maintains, "is find some way to shake loose those beliefs, challenge them a little bit, and get them to think more critically about the assumptions they come with. And it's not clear how you do that."

In Mr. Goodlad's study, the basic educational beliefs and values of nearly half the students remained unchanged throughout their teacher-education programs. Others saw themselves as becoming less idealistic and more practical over time.

'Rote Learning' Prevails

As educators strive to make teaching more of a profession, they are portraying an increasingly complex view of the effective practitioner.

Expert teachers, they suggest, should be able to reflect on what they do; appraise themselves with a degree of dispassionate analysis; employ new knowledge and skills over time; and gauge the immediate and ongoing consequences of their behavior.

In contrast, most existing teacher-training programs, critics maintain, are focused overwhelmingly on "what works"—a bag of tricks that prospective teachers can bring into the classroom on Monday.

Mr. Goodlad found that most programs stressed four or five different teaching techniques throughout a students' methods courses—often in lecture format—without any attempt to delve more deeply into their use or relevance.

In addition, he reports, "preparation programs were not deliberately developing the skills of discourse, debate, analysis of conflicting views, compromise, and the like required by faculties engaged in school renewal."

"The heavy dominance of lecturing by teacher-education faculty," he concluded, "(and the resulting passivity on the part of the students) allows little opportunity for critical, independent thinking to flourish among teachers in training. Not surprisingly, there is a considerable parallel between rote learning and passivity in teacher-education classes and the same methods in the elementary- and secondary-school classes observed in our earlier work."

'Not Beyond the Slogans'

Teacher educators still tread gingerly around such complicated and controversial findings.

"On the whole, we're not yet beyond the slogans," says Mr. Murray of the University of Delaware. "It's very, very hard, and that work is just starting."

Agrees Gary D. Fenstermacher, dean of the college of education at the University of Arizona: "Faculty learn over time not to have debates about changes in the nature of pedagogy, because they don't go anywhere. When you come back to the campus you have ego and turf, and those become the kinds of nasty realities of negotiating the curriculum. So progress is hard and slow."

One of the basic thrusts of the Holmes Group over the next 18 months will to produce a report on the professional curriculum for teachers, in hopes of overcoming such resistance.

More Time in Schools Not Necessarily Better

During the 1980's, many states tried to root teacher training more firmly in reality by increasing the amount of time that prospective educators spend in the schools.

Many states now require future teachers to have at least some exposure to the schools prior to their junior year in college. And they have extended student teaching from a quarter to a full semester.

Traditionally, teachers have rated these clinical experiences as the most valuable part of their education training. But more time spent in the classroom may not necessarily be better, many say, particularly given the problems with existing programs.

In general, student teaching is among the most poorly funded functions within schools of education, frequently left to adjunct and part-time faculty members.

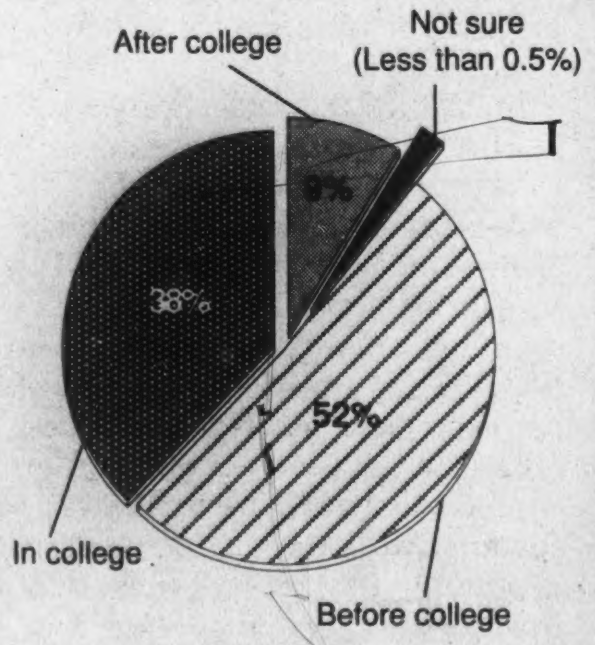
Supervising teachers in the schools, who agree to work with teacher candidates, are often unpaid and untrained. Frequently, they are matched arbitrarily with students on the basis of location and convenience, rather than on their ability to work with others.

Because students tend to work with only one teacher at a time, in an isolated classroom, they remain subject to the whims and the teaching style of that individual. In addition, they learn that teaching is essentially a solitary activity, and that their responsibility is to their classroom rather than to the school as a whole.

In many instances, notes Mr. Goodlad, supervising teachers engage in practices directly counter to what students are learning

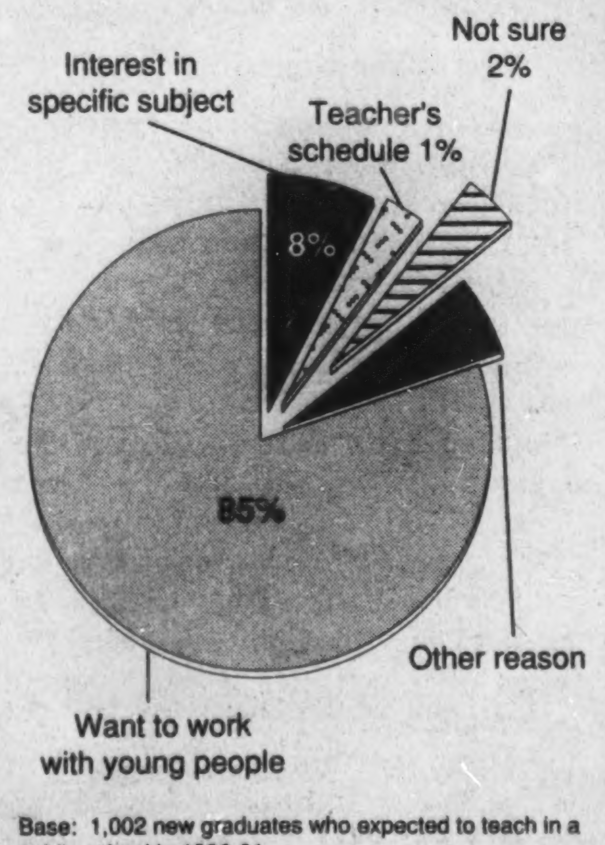
When Students Decide To Become Teachers

Did you decide to become a teacher before entering college, while you were in college, or after you graduated from college?



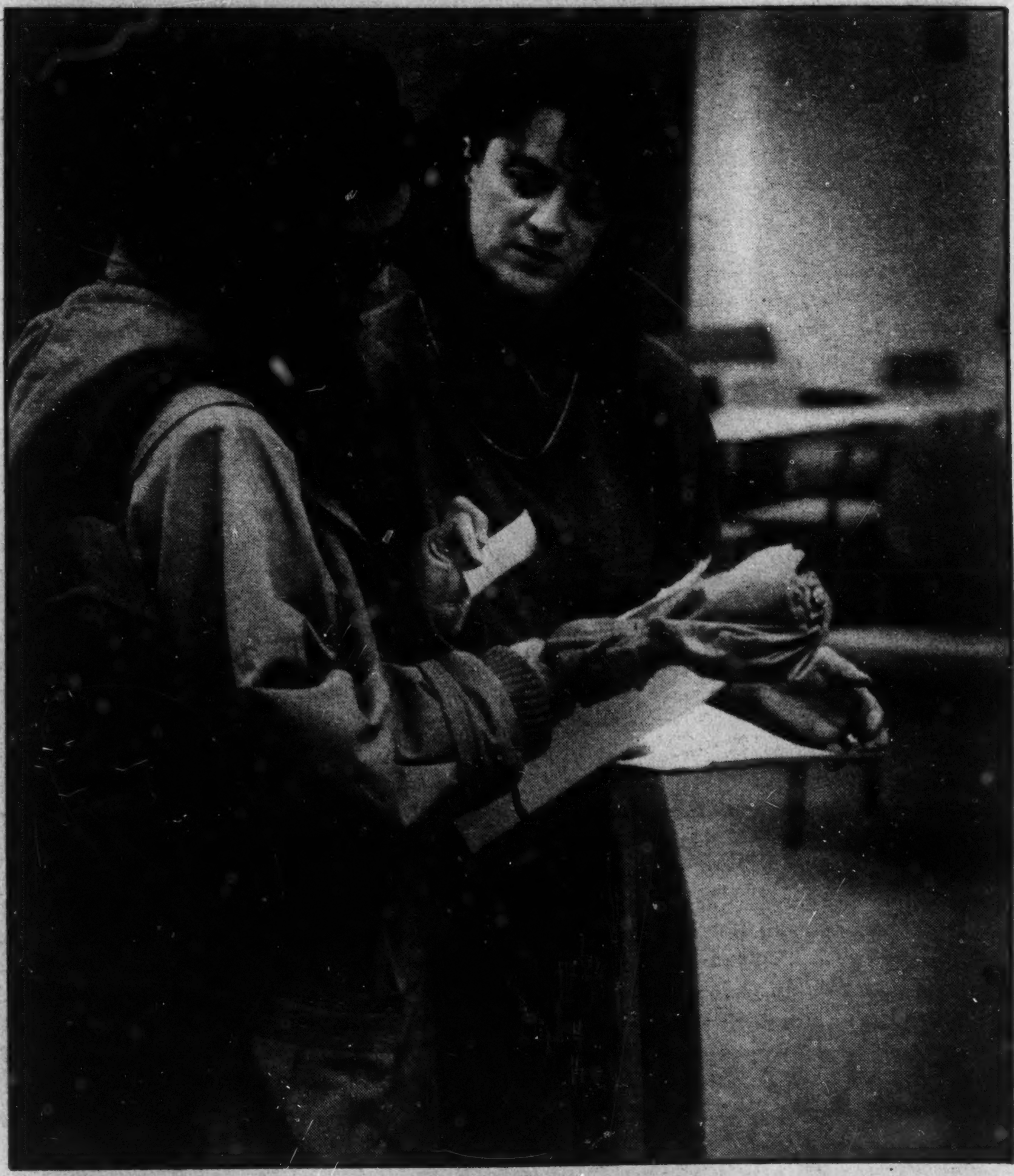
Why Students Choose To Teach

Which is the most important reason you chose to become a teacher? Is it because you want to work with and help young people, because of your interest in a specific subject (such a history), because a teacher's schedule fits best with your obligations, or for some other reason?



Base: 1,002 new graduates who expected to teach in a public school in 1990-91

Source: The Metropolitan Life Survey of the American Teacher, 1990


Matt Gentry

Candace Wood, right, a graduate assistant in the college of education at the University of Virginia, confers with a student, Jennifer Ricciuti.

Proximity of School of Education to Student's Home

How many miles is this institution from your home?

	Less than 20	20-50	51-100	101-500	501-1000	1001-2000	More than 2000
Whites	26.0%	20.1%	10.4%	25.3%	10.8 %	4.5%	3.0%
Blacks	32.3	16.2	9.2	20.0	6.9	3.1	12.3
Hispanics	71.4	17.1	---	2.9	5.7	2.9	---
Asian/ Pacific Islanders	29.4	11.8	5.9	5.9	5.9	—	41.2

Base: 472 third- and fourth-year teacher-education students
Source: AACTE/Metropolitan Life Survey of Teacher Education Students, 1990

on campus. Sometimes, they do not believe in these practices themselves, but are forced to comply with state or local regulations.

"Our data," he writes, "are disappointingly replete with examples of faculty members who told students encountering discrepancies between what they were being taught and what the district required of them simply to conform—to do what they believed right only when ultimately in charge of their own classroom."

An Incredible 'Discontinuity'

The result, says Mr. Hawley of Vanderbilt, is an incredible "discontinuity" between what students learn on campus and what they observe in schools, with the most interesting and sophisticated ideas about teaching least often reinforced.

Although teachers do not forget such ideas, he asserts, typically they file them away and discard them as impractical.

The new array of beginning-teacher programs—which provide some supervision and guidance for first-year educators—may exacerbate the problem still further, he notes. Most mentors have no knowledge of the university programs their students have come from or of what they have learned.

"What the students here are really realizing," says Elizabeth A. McAllister, a professor of education at Towson State University in Maryland, "is that they are getting the newest theories at Towson."

"And many of the teachers have been out there for 20 years, and they didn't have this training," she adds. "So it will be rare that they will have the same modeling that they are having here. They are guests in their classrooms, and they are not going to be able to go in and make any constraints or demands."

The assumption that future teachers will learn to become reflective and thoughtful practitioners primarily through prolonged student-teaching experiences "is certainly challengeable," Mr. Howey of Ohio State says.

"The real world is so practice-oriented and so fast-paced," he cautions, "it works against intellectual discourse."

Professional-Practice Schools

One solution being advocated by an increasing number of educators is the creation of professional-development, or practice, schools, similar to teaching hospitals in medicine.

In these specially designated public schools, jointly operated by the university and the school district, professors and teachers would work side by side to induct new teachers into the profession and to engage in ongoing research about practice.

Such programs are now in an embryonic stage in a number of places nationwide, including Louisville, Ky., Lansing, Mich., and White Plains, N.Y. Both national teachers' unions have also mounted initiatives to create such schools, in cooperation with teacher-education programs. But few of the problems of control, funding, or division of labor have been worked out.

In particular, it is not clear whether universities or school districts that have failed to invest much in student teaching before will make the commitment to finance such substantially more expensive programs.

"In my judgment, we've done student teaching on the cheap in the past," says William E. Gardner, dean of the college of education at the University of Minnesota, "and it's going to cost us more money to change and do it right or do it better."

Others are arguing for the development of carefully prepared case studies, such as those now used in business schools, to introduce prospective teachers to common dilemmas or problems in education.

Such thoughtfully constructed vignettes, combined with on-campus "pedagogical" laboratories—in which students could watch videotapes or simulations of real-life situations—would do more to help students become reflective practitioners than hours spent in schools where teacher educators have little control over what is observed, Mr. Howey of Ohio State says.

In one of the most extreme views, Mr. Hawley suggests that teacher educators might stop instructing students in teaching techniques altogether and turn that job over to the schools, "as the rest of our colleagues in the university have done."

By buying into the argument that a few weeks' increase in the amount of time spent student teaching will result in a markedly better teacher, Mr. Hawley warns, educators may be painting themselves into a corner.

In the end, Mr. Wise of NCATE says, the solution may lie in the expansion of first-year induction or internship programs, which recognize that education-school graduates are not yet full-fledged professionals, and that teacher training cannot be accomplished solely on campus.

Close to half the states now have some kind of mentorship or induction program for new teachers. But most are not funded.

"They're not great," Mr. Wise says, "but what's important is they've established the principle, and the principle is that fully formed teachers have not graduated from colleges of education—that they need to continue forming their skills under supervision."

Enemies of Change Without and Within

Why has teacher education been so slow to change in the face of such persistent and pervasive criticisms?

Observers point to several culprits, including scattered responsibility for teacher training within colleges and universities, severe underfunding of teacher-education programs, a lack of high-level university leadership, and overly prescriptive state rules and regulations.

Within colleges and universities, the business of teacher education is remarkably balkanized, spread out among faculty members in the arts and sciences, teacher education, and the public schools.

Reshaping even the simplest thing about a program means working across departments and institutions. Educators say the task is even more difficult than bringing about cohesiveness among high-school faculty members.

Traditionally, teacher education has also been one of the most poorly funded enterprises on university campuses.

According to Bruce A. Peseau, an expert on teacher-education finance, such programs carry the lowest weight of any academic discipline in most state-funding formulas. Within universities, teacher education has often functioned as a "cash cow," bringing in more tuition than it receives back in university allocations.

Most public universities fund teacher education at approximately the same level per credit hour as undergraduate courses in the arts and sciences, despite its often heavy clinical component.

In 1984, when Mr. Peseau, a retired professor of education at the University of Alabama, examined funding for business administration, engineering, and teacher training on one university campus, he found that teacher education was funded at 5 percent less than the engineering program and 14 percent less than the business program for the same weighted credit hour.

When those costs were multiplied by the total credit hours produced in the three colleges, engineering received $555,000 more than an equitable sharing of funds would have provided teacher education; business administration received $972,000 more.

Indeed, less is spent to educate a teacher than a public-school student. In 1984-85, for example, the direct cost per K-12 student in California was more than $3,000. The cost per undergraduate teacher-education student among 77 universities was only $1,590.

In general, Mr. Peseau has calculated, training teachers costs anywhere from 19 percent to 47 percent less than educating precollegiate students, depending on the states and universities examined.

Such severe underfunding, Mr. Wise of NCATE says, "leads to the ironic situation of a professor of education lecturing 300 students on the merits of individualized education."

Faculty-student ratios in teacher training typically exceed those in other professional programs, so that many professors have too many students to supervise, too many courses to teach, and too little time for reflection.

Rhetoric, Not Money

Ironically, while state demands on teacher education have been growing, support for the enterprise has not.

As a result, many teacher-training programs are struggling to reform or maintain programs in the face of level or declining finances.

The college of education and psychology at the University of Southern Mississippi, for example, faces a 5 percent budget cut this year, according to Dean James O. Schnur. The reduction, which stems from the state's bleak fiscal situation, will affect programs institutionwide, he notes.

"It allows us to stay in a maintenance mode," he adds, "but reform and revitalization and restructuring have a pricetag attached to them."

The budget cut is the second one in seven years. At the same time, a surge in teacher-education enrollments has exacerbated the problem, because student tuition covers only 60 percent of the program's cost.

At the University of Minnesota, says Dean Gardner, "We've been essentially 'downsizing' for a number of years. What that means is we've had programs we've cut out." In the past 12 or 13 years, he estimates, constant dollars for teacher education have declined about 30 percent.

Michigan State, considered by many to be a star on the teacher-education map, has also faced budget cuts in 9 of the past 10 years.

And at the University of North Texas, enrollment in the undergraduate elementary-education program has increased 42 percent in the past three years, without a parallel increase in funding.

"We've barely been able to cope with that additional crush of students," Mr. Simms says. "The university simply hasn't had the funds to increase our budget commensurately, so we've had to tread water. We've used more part-time faculty."

Indeed, Cecil G. Miskel, dean of the school of education at the University of Michigan, warns that, given the increasingly grim fiscal outlook for most states, and the jaded eye with which some lawmakers are looking on higher education in general, teacher training could be in for some rough times.

"I think what we're facing in higher education over the next 10 years is stable to declining resources," he argues, "and higher-education administrators, whether they're in the school of education or engineering, are going to have to do a good deal of reallocation within their own units to programs that are important."

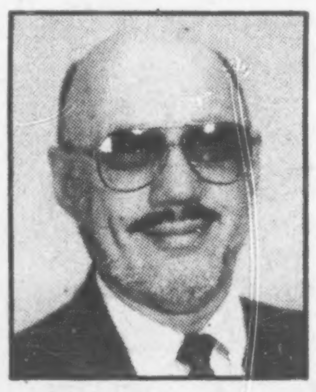
Lack of Leadership

Most teacher educators are not particu-

Continued on Page 24

Taking the education of teachers seriously has been an irresponsibility . . . all the way around.

–Judith E. Lanier



We're the only profession . . . in which a state puts a cap on the amount of professional courses one can take.

–David E. Kapel

The curriculum in teacher education is really not coherent enough, and it's not focused enough.

–Sharon P. Robinson

Sharon Givens

Faculty learn over time not to have debates about changes in the nature of pedagogy, because they don't go anywhere.

–Gary E. Fenstermacher

WEAK LINK

Continued from Page 21

larly sanguine that central university administrators will look kindly on teacher education in a time of belt-tightening.

Robert C. Dickeson, president of the University of Northern Colorado, says most university presidents still "don't give a damn" about teacher training.

And Charles J. McClain, commissioner of higher education for the state of Missouri, says he sees no evidence that teacher education is any higher on the list of priorities of most university presidents.

University administrators, he notes, promote those programs whose graduates make a lot of money—and teacher education is not one of them.

In 1987, the American Association of Higher Education and Donald Kennedy, president of Stanford University, invited university presidents nationwide to endorse a statement on the reform of teaching and teacher education. Some 400 university presidents did so and wrote back saying that they wanted to become involved in promoting change on their own campuses.

In July 1988, the Presidents' Forum was established.

But two years and thousands of dollars later, there is little to show for that effort. Attempts by the A.A.H.E. to bring together presidents in Massachusetts, Virginia, New Mexico, and Washington did not lead to any major project, legislative proposal, or ongoing organization. And while individual presidents have proceeded to champion teacher education, many have not.

According to Russell Edgerton, president of the A.A.H.E., one of the problems was that presidents felt "no heat" to reform teacher training. "To many presidents, the problems we wanted to address are still remote," he asserts. "For all the talk about how bad teacher education is, we found few places where superintendents and principals were themselves complaining to presidents about the quality of the teachers they were getting."

In addition, colleges and universities that compete for students found it difficult to work together around a collaborative project. And university presidents, beset by other demands, often turned the agenda over to their staff members.

Even more important, Mr. Edgerton notes, many university presidents privately share the "common faculty stereotype that teaching requires subject-matter understanding and not much else—ergo, they don't really believe in their own schools. Others will defend the schools as they are."

For many, support meant hiring a good education dean, supporting him or her, and trying to improve communications with the arts and sciences. But it was unclear what other paths they could take. Although many were willing to serve as community spokesmen for teacher education, they were loath to take on the internal problems of teacher-education reform.

As Mr. Edgerton notes, "Who wants to get into trouble with their own faculty all by themselves?"

Turnover a Problem

Finally, the high turnover rate among central administrators has posed a tremendous problem for sustained reform.

Mr. Goodlad found that most university presidents remained in office only eight years; provosts and academic vice presidents, less than five.

One of the most promising initiatives to come out of the President's Forum, Mr. Edgerton says, was the A.A.H.E.'s commitment to hold an annual conference on school-university partnerships.

In addition, Mr. Kennedy may work with his colleagues to reform the reward structure for hiring and promoting university faculty members. Such a change would have major ramifications for teacher education, given the fact that such activities as working with schools or supervising student teachers are seldom promoted or rewarded.

Mr. Dickeson of the University of Northern Colorado, who is now chairman of the Renaissance Group, a smaller coalition of higher-education institutions dedicated to the universitywide reform of teacher education, says he hopes to have learned from previous efforts.

Without the example of the President's Forum, he notes, the Renaissance Group may have never come into existence. Unlike the forum, the new organization hopes to stay small. It has already thrown out one institution whose president was not attending meetings, and its members must include both university presidents and education and arts-and-sciences deans.

The problem, says Mr. Howey of Ohio State, is that serious changes in teacher education will require collective or programmatic action on the part of university leaders, education-school deans, and others, not just the initiatives of individual faculty members.

"In many ways," says Ms. Lanier of the Holmes Group, "taking the education of teachers seriously has been an irresponsibility rather than a responsibility all the way around—sometimes in the education schools, sometimes in the arts and sciences, sometimes in the schools. And so it's a matter of getting the collective will."

Discouraging Innovation?

Teacher educators also maintain that state regulations and policies typically have discouraged, rather than encouraged, creativity and innovation.

Teacher licensing in most states is based, in part, on graduation from an approved teacher-education program. State program approval, in turn, is based largely on the provision of highly specified course content.

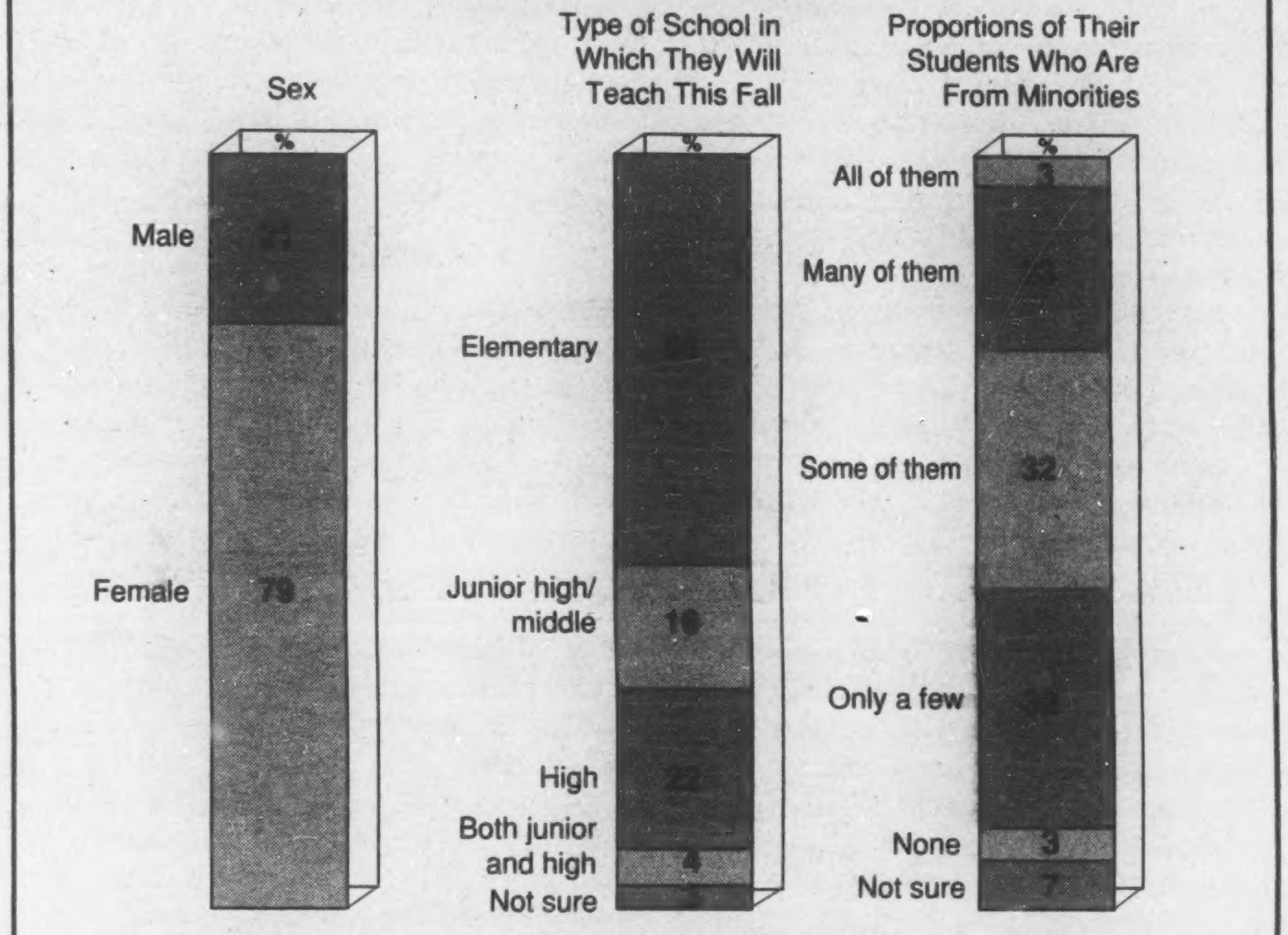
According to Mr. Goodlad, the result is that most teacher educators commonly square their curriculum with the most recent list of state mandates, "more or less resigned to circumstances beyond their control."

"The changing and often abrupt state intrusions into the curriculum of teacher education have effectively stifled the creative process," he charges. "Why bother to go through demanding, time-consuming efforts of program renewal when one must ultimately simply adopt or adjust to state-imposed requirements?"

For many years, Wisconsin had very minimal and ambiguous requirements for teacher education. Then, in the early 1980's, the Department of Public Instruction announced its intent to promulgate new program-approval rules. The new rules empowered the agency to review syllabi from any course in any department taken by an education student and decide whether the course was acceptable.

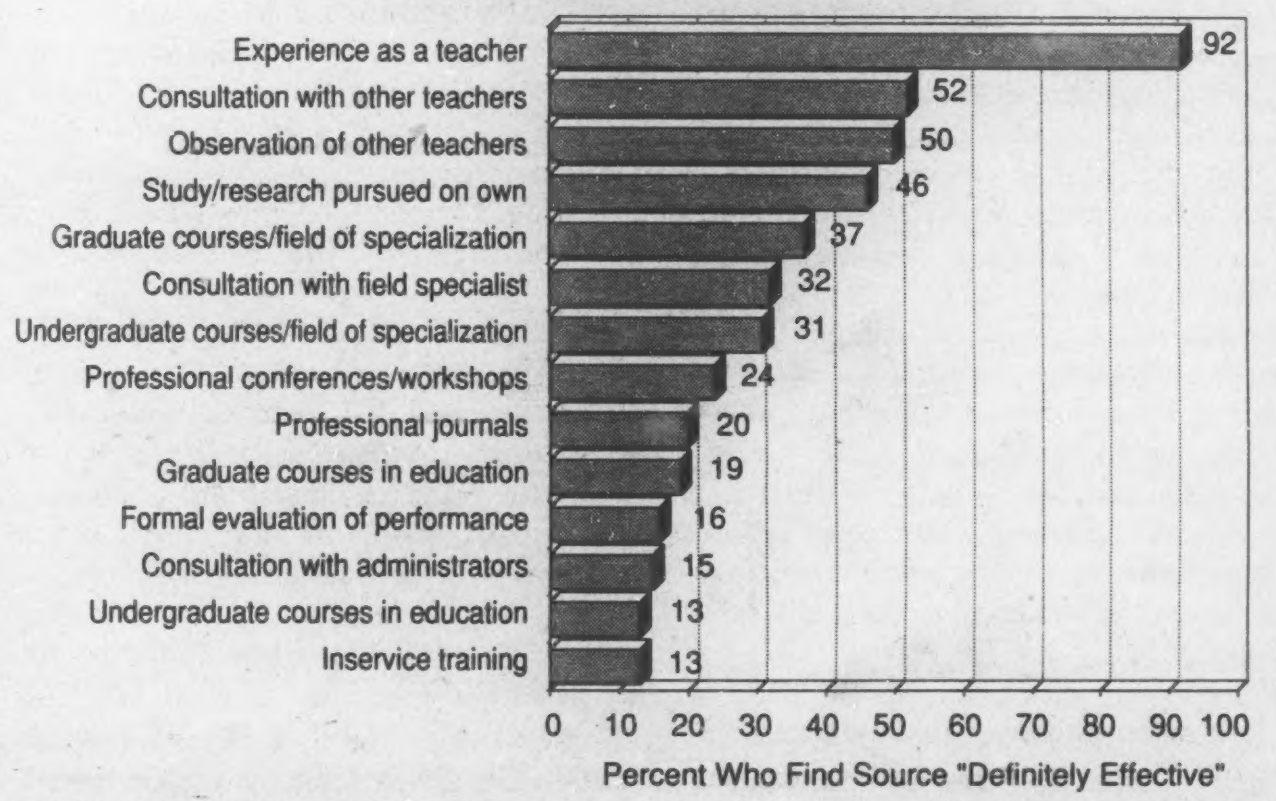
According to Jack M. Kean, a professor in the department of curriculum and instruction at the University of Wisconsin at Madison, the new regulations were far too intrusive, requiring the university to teach prospective educators about education for employment, pupil-personnel services, and other issues best learned on the job.

Profile of New Teachers



Base: 1,002 new graduates who expected to teach in a public school in 1990-91
Source: The Metropolitan Life Survey of the American Teacher, 1990

'Effective' Sources of Job-Related Knowledge and Skills



Base: Nearly 1,800 members of the National Education Association
Source: The Learning Workplace: The Conditions and Resources of Teaching, Organizational Analysis and Practice, 1986

After a series of complaints from the university's lawyers, the agency's lawyers concluded that the state could not exercise direct control of the university's curriculum, but it could control the requirements for teacher licensure—and, hence, the content that a future teacher was required to learn.

In many states, such content listings expand to hundreds of pages of program requirements that universities typically meet through the creation of specific courses. "No other profession has anything analogous to the program-approval process in teacher education at the state level," Mr. Wise of NCATE says.

Lots of Detail, Little Muscle

Ironically, despite the often burdensome nature of state program approval, it has seldom resulted in the closing of ineffective institutions.

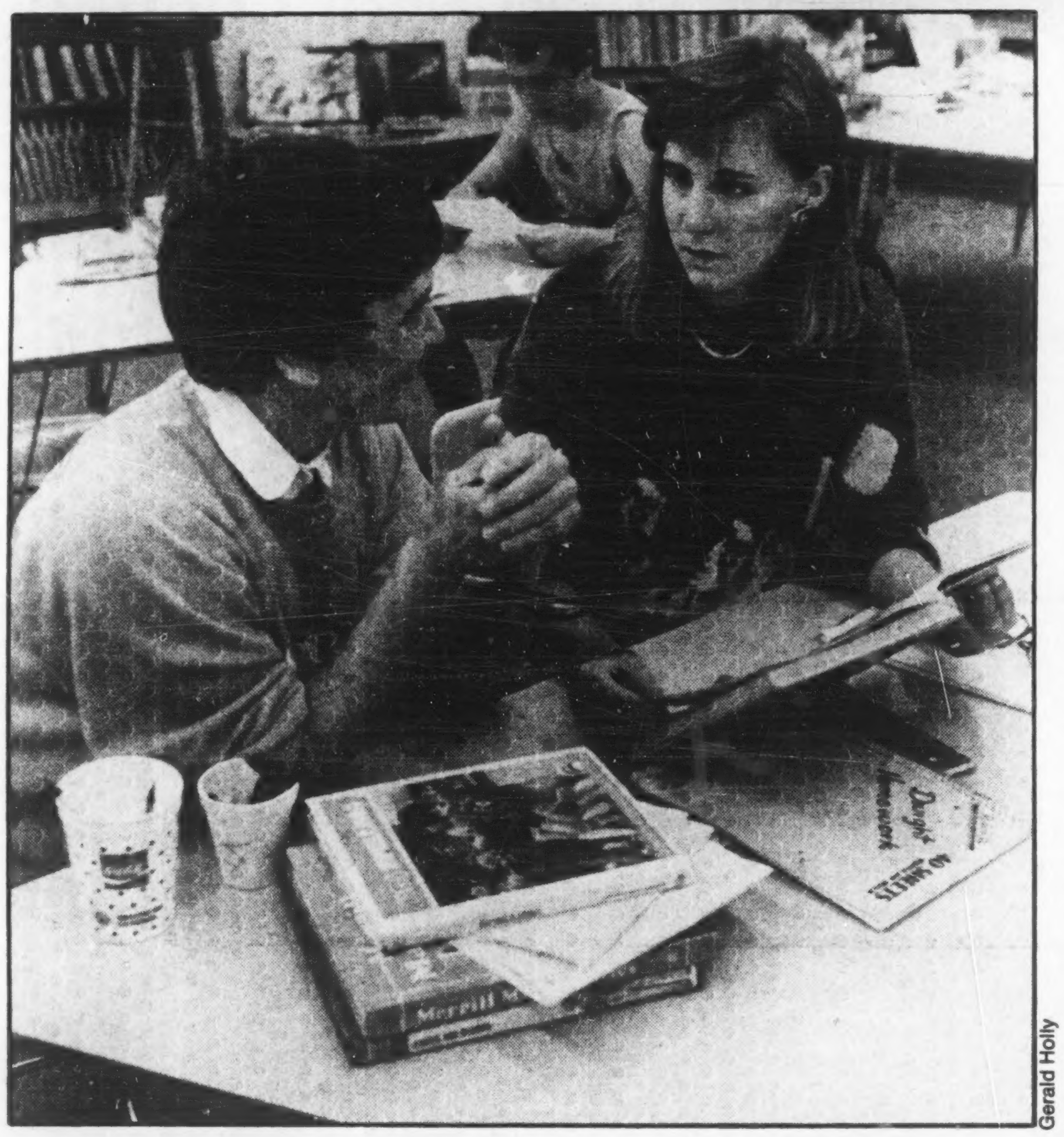
According to Joni Finney, director of policy studies for the E.C.S., it is politically difficult for states to close down teacher-training programs. States are reluctant to become so involved in university prerogatives, she asserts, and they want to ensure that programs are available to students in all parts of the state.

Because state agencies are responsible for ensuring both the quality of teacher-education programs and an adequate supply of new teachers, Mr. Wise argues, professional considerations are inevitably compromised. When the need for teachers goes up, standards for programs go down, he adds.

In addition, says Calvin Frazier, a professor of education at the University of Denver and a former state superintendent of education for Colorado, "the state process usually involves representatives from other colleges, who themselves are fearful of being attacked. So it's, 'I'll pat your back and you'll pat mine.' The integrity of those reviews just hasn't been there."

Until curriculum mandates and other detailed requirements are eased, teacher

University of Tennessee-Knoxville


Gerald Holly

One prominent complaint about teacher education in the early 1980's was the dearth of high-quality candidates. Since then, 45 states have moved to improve the caliber of prospective teachers—by limiting entry to teacher-education programs or by imposing new licensure requirements.

educators suggest, the incentives for innovation will be minimal.

Five Years by Default

Another ironic effect of state regulatory efforts has been the unconscious prolongation of teacher-education programs.

When the Holmes Group suggested in 1986 that most teacher training should occur over a five-year period, it set off a furor within the teacher-education community. Indeed, the question of whether teacher education should span four versus five years overshadowed almost all other debates about teacher training.

Today, maintains Lynn Cornett, vice president for state services for the S.R.E.B., "we're not seeing any mandate for five-year programs."

"We just aren't seeing many states move in that direction," she says.

But something different may be happening beneath the surface. As states have required more subject-matter preparation for prospective teachers, longer student-teaching experiences, and, in some cases, more pedagogy, many teacher-education programs have quietly expanded from four to four and a half and even five years.

At Tennessee Technological University, Edell M. Hearn, dean of the college of education, says the curriculum is so tight "that it is very, very difficult for a student, if they get out of sequence, to get through in four years."

"The elective principle has been almost negated," he says.

And at the University of Wisconsin at Madison, Kenneth M. Zeichner, professor of curriculum instruction in the school of education, says new regulations have required most elementary candidates to take a minimum of nine semesters of instruction, "if you make no mistakes and you know right from the beginning what you want to do."

The majority of students now take at least five years to complete the program, he claims, as is true elsewhere in the state.

Indeed, Mr. Goodlad found that the heated debate among teacher educators about whether their programs should expand from four to five years has become largely academic. "The former is fast disappearing even where the latter has not been announced or legislated," he writes. "The liberal arts colleges in our sample appeared to be holding closest to the four-year pattern, but even in these, the elementary-school preparation program was bulging at the seams."

The problem is that rather than moving conscientiously and purposefully toward such extended programs, it has occurred largely by default without any fundamental reconception of what or how students learn.

New Levers Needed For Fundamental Change

For fundamental reform to occur within teacher education, experts now suggest, different and more effective levers for change will be required.

"There really has not been any kind of incentive for colleges of education to change," contends Mr. Smith of the University of Florida. "If you start a new program, and if you have higher standards, and if your enrollment goes down, it's likely that your budget is going to go down. There hasn't been any proactive impetus to support change."

To remedy that stalemate, experts are suggesting a number of new incentives for the 1990's and beyond.

First and foremost, many contend, states should stop regulating the teacher-education curriculum. Rather, they should concentrate on outcomes and grant institutions greater flexibility in exchange for results.

"You can't hold people accountable if you tell them exactly how they have to do it," says Ms. Finney of the E.C.S. "States have got to get out of the business of telling people exactly what courses to take, how many, and that kind of thing."

Others suggest that NCATE standards should become truly national. Currently, the organization provides voluntary national accreditation to only 500 of the nation's more than 1,200 teacher-training programs.

Mr. Wise argues that every other established profession has a national accreditation agency that has developed a professional consensus about standards to which programs must conform.

"I think that growing frustration with the existing order is going to help underscore the importance of doing this," he maintains, "and I think, frankly, that this development is already under way."

Currently, 19 states have some kind of cooperative arrangement to tie their state program-approval process more closely with NCATE. Three states—Arkansas, North Carolina, and West Virginia—now require that their teacher-education institutions achieve NCATE accreditation in order to stay in business.

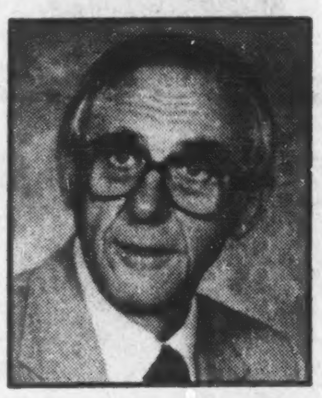
While the hope is that using NCATE standards will enable states to be tougher with ineffective programs, that has not yet proved true. So far, two institutions in Arkansas and West Virginia and one institution in North Carolina have failed their NCATE reviews. But officials in those states say the institutions probably will be given additional time to improve before any decision is made to shut them down.

The refusal by the National Board for Professional Teaching Standards to require candidates sitting for voluntary, national teacher certification to have graduated from an accredited teacher-education program was seen by many as a major blow in the move toward national accreditation.

"If you look at the politics of spending in universities," Ms. Darling-Hammond of Teachers College says, "they use the accreditation process as leverage to get more resources. One of the ways in which quality issues are addressed is by virtue of saying, 'We're going to lose our accreditation if we don't staff up.' Because many states don't take teacher-program accreditation seriously, there is no lever."

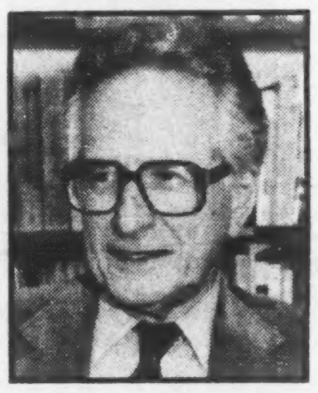
Others suggest that the reform of ac-

Continued on Page 26



We've done student teaching on the cheap . . . and it's going to cost us more money to . . . do it better.

–William E. Gardner



The changing and often abrupt state intrusions into the curriculum . . . have effectively stifled the creative process.

–John I. Goodlad

To say institutions aren't doing what we want them to . . . and fund them as we do is to have one's head in the sand.

–Linda Darling-Hammond

Photopress

What will be necessary to convince the public that schools of education are working is a [persuasive] licensing system.

–Arthur E. Wise

Teaching our Teachers

WEAK LINK

Continued from Page 25

creditation must go hand in hand with the reform of teacher licensure.

Currently, experts note, both policymakers and educators distrust the ability of existing teacher tests and state licensing systems to differentiate between effective and ineffective teachers. As a result, they cannot be used to identify good teacher-preparation programs from bad, or to prove that such programs have an advantage over no preparation at all.

"What will be necessary to convince the public that schools of education are working is a licensing system for individual teachers that is persuasive, that really reveals when a person is ready to teach," Mr. Wise says. "Because there are no well-defined output standards now, schools of education are in trouble."

Agrees Mr. Fenstermacher of the University of Arizona: "Until the purposes or ends of initial teacher preparation are addressed, we are without standards or criteria to judge the merits of different programs. In the absence of clear evidence of success on well-grounded criteria, why should the state not permit a quicker, more simple route to licensure?"

Although states are moving to improve their existing teacher tests, Ms. Darling-Hammond says, "I can't think of a single state that is yet doing the kind of testing that would need to be done."

One hope is that the national teaching-standards board will design assessments that distinguish between effective and ineffective practitioners. If candidates with and without teacher training perform differently on such exams, it could shed light on whether professional education is either necessary or valid. The board plans to allow candidates to sit for assessments beginning in 1993.

According to many critics, the reform of teacher licensure also requires eliminating back-door, emergency, or substandard routes into teaching. As long as states continue to lower or discard their standards for teachers whenever warm bodies are needed, Mr. Goodlad notes, there will never be a firm incentive for education schools to graduate quality candidates.

Indeed, many note that the reform of teacher education is intimately tied to the reform of teaching itself.

As long as teaching and teachers are not valued, notes Ms. Finney of the E.C.S., "then anything having to do with that, especially teacher education, is at the bottom of the priorities."

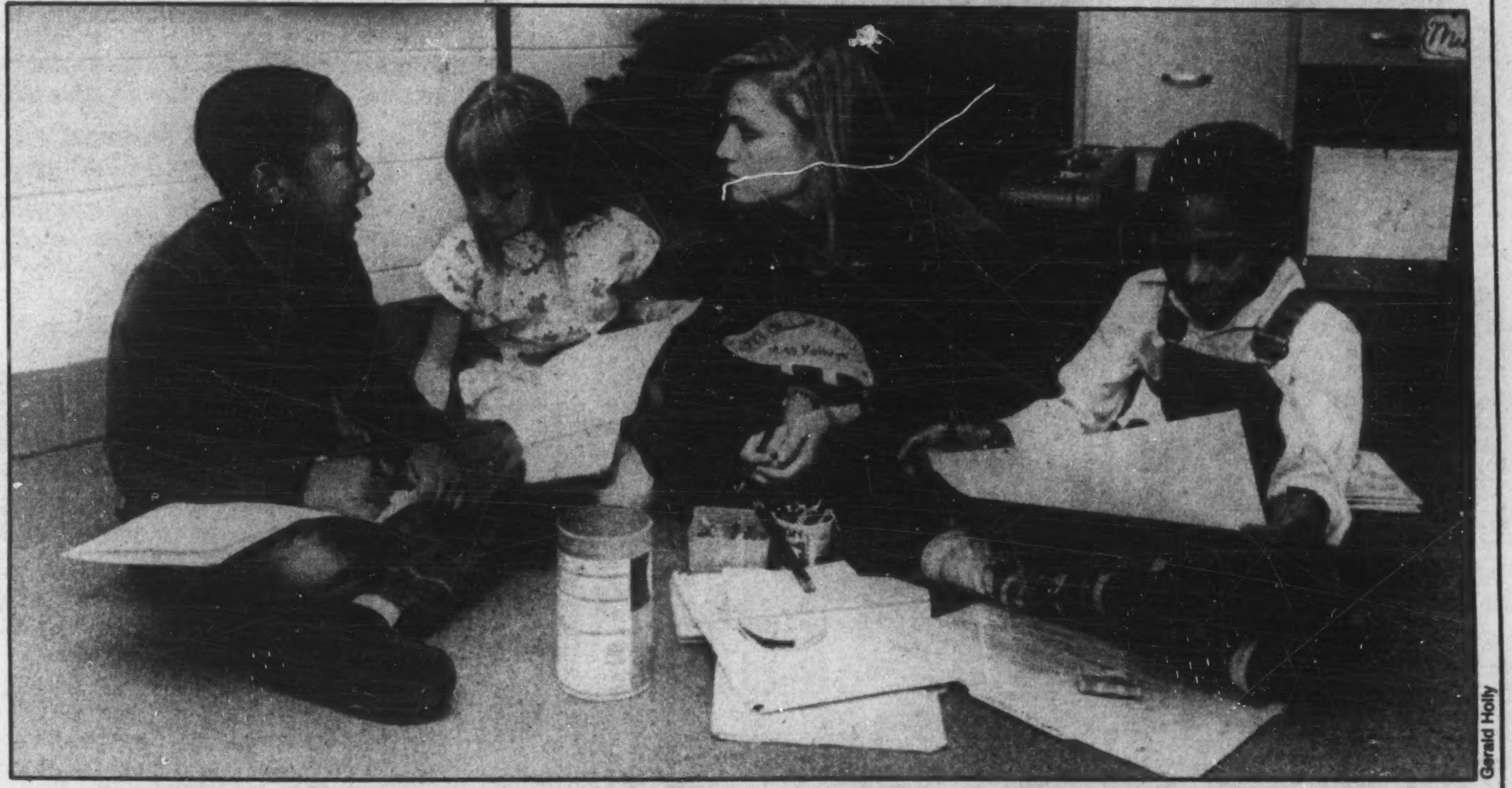
Spending More Wisely

Finally, educators note, reforming teacher education will require both more money and a reallocation of existing resources.

Mr. Goodlad proposes that states continue to level-fund existing teacher-education programs, but distribute any new monies on a competitive basis. Such funds would go to a much more limited group of institutions that are engaged in reform or that have agreed to meet certain conditions for upgrading their programs.

A few states—such as California, Minnesota, and North Carolina—have already begun to make small amounts of money available for innovations in teacher training.

California, for example, spends approximately $400,000 a year on five teacher-training sites that have agreed to reform their programs by working more closely with professors in the arts and sciences and with officials in school districts. In addition, these institutions must agree to provide better articulation between students' undergraduate majors and their fifth-year professional education.



Gerald Holly

During the 1980's, many states tried to root teacher training more firmly in reality by increasing the amount of time that students spend in the schools. The problem, many believe, is that more time in the classroom may not necessarily be better.

Others suggest tying rewards directly to performance. Missouri, for example, has asked its institutions of higher education to develop performance indicators for all programs, including teacher education. Institutions that met those targets could receive as much as a 5 percent to 10 percent increase over their base-level funding. The legislature must still approve the appropriation.

"I think that's the only way you're going to bring about change," says Mr. McClain, the state's commissioner of higher education. "I don't think it's going to occur normally and naturally from within. Doing the right thing because it's the right thing to do isn't normally enough of a reward for college presidents."

He suggests that state officials and university presidents could also encourage innovation by ensuring level funding for teacher-education programs engaged in reform, even if their enrollments dropped. Because some states, such as Michigan, now produce three or four times as many teachers as they need, attempts to work within existing resource allocations by reducing the quantity of teachers produced may be one of the most hopeful avenues for success, says Mr. Miskel of the University of Michigan.

'We Have To Invest in It'

But others suggest that real change will require real dollars.

"If we want to improve it, then we have to invest in it," Ms. Darling-Hammond says. "To wring our hands and say teacher-education institutions aren't doing what we want them to do and continue to regulate and fund them as we do now is to have one's head in the sand."

She suggests that the federal and state governments make an investment in teacher education similar to that made in medical education over the years—an amount equal to hundreds of millions of dollars since the 1960's.

Such money could be used to provide fellowships and grants, enrich training in particular areas, and create and identify professional-development schools and other models of best practice.

Mr. Goodlad advocates that institutions of higher education create "centers of pedagogy" dedicated to teacher training that would have their own faculty, budgets, and decisionmaking authority, similar to existing law or medical schools.

To create such programs and carry out 18 other necessary conditions for teacher education that he has advocated would cost between $300,000 and $1 million per institution spread out over a three- to five-year period, he estimates.

Ms. Lanier of the Holmes Group estimates that creating professional-practice schools would require an initial investment of approximately $200,000 per school and about $250,000 per year to operate.

While the cost would not be as high for every school, she cautions, "the resources are such that you can't find it in one place," but must rely on coalitions of state and local governments, universities, private-sector representatives, and the schools.

"While it's not a cheap proposition," she adds, "much of it can come from restructuring both at the school and the university level."

Window of Opportunity

What would fundamental change in teacher education look like, assuming that it could be achieved?

According to politicians and educators, such change would involve the recruitment of a teaching population drawn from the top, rather than the bottom, of the academic spectrum; programs with a clearly articulated vision of what teaching and learning is about that is communicated to faculty members, students, and cooperating professionals in the schools; serious efforts at cooperation between institutions of higher education and the public schools, including the joint appointment of faculty and joint funding and decisionmaking regarding teacher education; and serious proposals for curriculum reform, tied to new pedagogy, including the use of case studies.

But the bottom line, politicians maintain, is that more effective teachers would produce better results for students—in the form of lower dropout rates, higher test scores, and better college attendance.

After many years of neglect, experts assert, there finally may be a window of opportunity for serious reform in teacher education.

Just last month, the Exxon Education Foundation granted Mr. Goodlad's Center for Education Renewal $1.25 million to carry out his ideas over the next five years. Other corporate and private philanthropies have indicated a similar interest in teacher-education reform.

At the federal level, Secretary of Education Lauro F. Cavazos has appointed a special adviser on teacher education. Last week, the department hosted a national conference on improving the quality of teacher education through increased flexibility and accountability.

In addition, the first teacher-training and education bill in years is expected to be reconsidered in the Congress again next session.

According to Ms. Lanier, it was only in the latter half of the 1980's that teacher educators began constructing a series of alternative visions for teacher education.

"The 1990's are really going to be known for substantial actual change and pilot work," she predicts, "and for the construction of these alternatives so that you can see them in reality and in practice."

"But," Ms. Finney cautions, "we really think the time frame in which to get something constructive going is not very long."

"I think there is both a dissatisfaction which is propelling the desire for reform and a willingness on the part of schools of education to undertake reform," Ms. Darling-Hammond says, "a willingness of the sort we certainly haven't seen for a very, very long time."

"If we blow it this time," she cautions, "we probably won't come back upon it for another 20 or 30 years." ■

This special series on teacher education is being underwritten by the John D. and Catherine T. MacArthur Foundation.

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 20 · February 6, 1991

© 1991 Editorial Projects in Education / $2.50

Detroit May Ask Private Schools To Join System

Legal, Political Hurdles To 'Charter' Plan Seen

By Peter Schmidt

The Detroit Board of Education has agreed to consider a landmark proposal that would allow some private schools in the city to become public schools paid for out of public funds.

The board voted unanimously at its Jan. 22 meeting to begin a series of hearings and debates designed to develop a legal charter that, if adopted this spring, would enable private schools to join the public-school system as early as next fall.

The intent of the charter, board members said last week, would be to bring students and state aid back into the public schools, to help decentralize the system, and to offer public-school students more educational choice.

The charter is still very much in its conceptual stage, and numerous legal, political, and labor-related questions need to be addressed before the first private school can be chartered as public, board members and experts on educational governance stressed last week.

"The first hurdles that they are going to have to cross are the constitutional hurdles," said Robert G. Harris, a spokesman for the Michigan Department of Education, noting that the state Constitution prohibits the use of public funds at private schools except for transportation.

Joe L. Greene, president of the 1,135-member Organization of School Administrators and Supervisors, an affiliate of the A.F.L.-C.I.O., said he would do "everything possible to stop public funds from being spent at a private school."

Noting that parental dissatisfaction with public education is the reason most private schools in the city exist, John M. Elliott, president of the Detroit Federation of Teachers, said he wondered "what makes

Continued on Page 15

Richards Buoys Texas Educators' Hopes for Reform

By Lonnie Harp

Lonnie Harp/Education Week

Gov. Ann W. Richards of Texas signs autographs after meeting with teachers, administrators, and parents in Austin.

AUSTIN, TEX.—Bad news arrived here last month in Texas-sized portions.

Even though last year's rapid rise in oil prices had helped buoy the economies of neighboring states, Texas lawmakers still found out that they were nearly $5 billion short of balancing their two-year budget.

Then came the unexpected word from the state supreme court that the legislature would be given only a little more than two months to invent a new method of financing the nation's second-largest state school system, or face a possible court-ordered school shutdown.

It was against this sobering backdrop that about 250 teachers, administrators, and parents from around the Lone Star State gathered here Jan. 26 to contemplate the future of education.

So why, an onlooker wondered, were these people smiling?

Much of the reason, it turned out, entered the Joe C. Thompson Convention Center here dressed in green.

For Ann W. Richards, Texas' feisty new Governor, the meeting marked not only the fulfillment of a campaign pledge, but also an effort to spark grassroots interest in and support for education reform.

Continued on Page 21

Backed by N.E.A., Memphis Schools Serve as 'Laboratories' for Reforms

By Karen Diegmueller

MEMPHIS—Beware of the Vipers.

Two years ago, police received as as many as two dozen reports of assaults, larcenies, and trespassing at a tough, inner-city junior high school here whose students are known by that intimidating nickname.

Today, visitors to Vance Junior High School are likely to be beaten—on the basketball court, by the undefeated girls' team—or ambushed, albeit courteously, by student reporters gathering information for the school's twice-daily news broadcasts.

"Three years ago, we were classified as a war zone. Now we're a school," said the Rev. Maurice Dickerson, a parent and president of the local school council that governs Vance.

This year, a single assault and a couple of trespassing problems have been reported, according to Larry Hill, security supervisor for the Memphis public schools.

The transformation of Vance Junior High into a graffiti-free institution whose students and teachers alike evince unbounding pride and enthusiasm is an early success, local school officials say, for a homegrown reform project that has earned the backing of the nation's largest teachers' union.

Bordered by abandoned buildings and rows of public housing, Vance is one of seven troubled schools here that were selected in 1989 to pioneer a district initiative encompassing site-based management, shared decisionmaking, and deregulation.

Conceived by Superintendent of Schools Willie W. Herenton and supported by the Memphis Education Association, the initiative was subsequently designated a Nation-

Continued on Page 16

Rochester Contract Woes Ignite Debate Over 'Accountability'

By Ann Bradley

ROCHESTER, N.Y.—The seven-month search for a way to incorporate the concept of "accountability" into Rochester's teaching contract has ignited a contentious debate here about what the word means and how to achieve it.

With two failed tentative agreements behind them, the Rochester Teachers Association and city school district are now awaiting the assistance of state mediators in reaching another agreement.

The fact that the union and the school district were twice able to reach tentative agreements containing accountability provisions is evidence, experts said last week, of unprecedented progress toward addressing one of the most difficult concepts in school reform today.

But in Rochester—where school reform has been a topic of discussion since the mid-1980's—grave concerns about New York State's economy and a political climate that has fixed attention almost exclusively on teachers' salaries have overshadowed those achievements.

The uproar that has followed the defeat of the two contracts—in September by the teachers' union and Jan. 23 by the Roches-

Continued on Page 14

Student Activism Forces Schools To Revisit Free-Speech Policies

By Mark Walsh

A surge in student activism touched off by the Persian Gulf war is confronting schools with freedom-of-expression issues on a scale many have not seen since the Vietnam era.

In recent weeks, students—and sometimes their teachers—have staged marches, sit-ins, walkouts, and other demonstrations designed to spotlight their views on the conflict with Iraq.

Others have expressed their views more quietly, by wearing buttons, armbands, or ribbons in support of or opposition to United States policy.

The activities have prompted many school administrators to seek legal advice on how to strike a balance between respecting students' and teachers' rights to freedom of expression against the need to protect the educational process from disruption.

Among dozens of incidents nationwide over the past month:

WAR IN THE GULF

- At Bonita High School in La Verne, Calif., a 17-year-old senior seized the public-address microphone on the morning of Jan. 15, the day of the United Nations deadline for Iraqi withdrawal from Kuwait, and said, "Now is the time to save the world." That was the prearranged code for an antiwar walkout that included 250 students. The girl making the announcement and another girl were briefly threatened with transfer to another school for leading the protest.
- About 150 students walked out of their classrooms at Martin Luther King Jr. High School in Cleveland on Jan. 17, the day after war broke out. They held an hourlong rally across the street from the school before returning to class.
- A Jan. 17 protest at Carlmont High School in Belmont, Calif., resulted in a melee that got so out of hand, according to school officials, that local police were called to restore order.

The incident began when some 75 students opposed to the war walked out of class and sat down on the football field, where

Continued on Page 12

Also in the news

5 **A New Entrant**
A new organization has joined the growing chorus calling for a national achievement test for students.

IN SUMMARY

Teaching Teacher Educators
Under a plan approved by the leaders of the Holmes Group, Ohio State University is slated to receive a new center that will help teachers educators improve their own teaching. **Page 5.**

Lead-Screening Suit
Environmentalists and child advocates are suing the state of California for failing to provide routine lead-poisoning screening for all poor children in the state as required by federal law. **Page 8.**

Childhood Calamities
A new report documents substantial increases in the numbers of children living in poverty, giving birth as unmarried teenagers, and suffering violent deaths. **Page 9.**

'Writing to Write'
Aiming to increase its share of the school-computer market, the International Business Machines Corporation has introduced a companion to its "Writing to Read" series. **Page 11.**

Rapid Action
Moving at breakneck speed, the Arkansas legislature endorsed a plan for new education funding and a 10 percent pay raise for the nation's lowest-paid teachers and administrators. **Page 18.**

A New Service Model?
Gov. Pete Wilson of California has called for unprecedented, wide-scale collaboration between schools and social-service agencies in an effort to prevent social problems before they start. **Page 19.**

Few Clues
Rumors notwithstanding, President Bush did not use his State of the Union Message last week to clarify his position on school choice, nor did he say much about education in general. **Page 22.**

Capital Update	25
Commentary	26 and 36
Deadlines	28
Events	28
Federal File	22
Focus On: Curriculum	6
Health	8
Legislative Update	20
Letters	27
Marketplace	29
State Journal	18

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues, Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 20.

ACROSS THE NATION

NATIONAL

Consortium Urges 'Shared Vision' In Providing Services to Children

To avoid passing "like ships in the night," human-service and education agencies should establish a "shared vision" that involves all key players, sets realistic goals, and promotes partnerships to institutionalize reforms, a new report on interagency linkages concludes.

The report, published by a consortium of 22 national human-service and education organizations, argues that progress toward serving large numbers of children and families comprehensively is possible "only when communities move beyond cooperation to genuinely collaborative ventures" in both service delivery and system reform.

Such partnerships should offer easy access to prevention, treatment, and support services; empower and address needs of the whole family; adjust services to meet changing needs; and highlight outcomes, the report says.

The document identifies factors critical to successful partnerships, describes promising interagency initiatives, and offers guidelines for practitioners.

The report is the second on interagency linkages published by the consortium, which includes such groups as the National Governors' Association, the American Public Welfare Association, the Children's Defense Fund, and the Council of Chief State School Officers. The first report explored the potential for collaboration under the new federal welfare-reform law, and a third slated for this spring will address questions on collaboration by state and local policymakers.

Copies of the report, "What it Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services," are available for $3 each from the Education and Human Services Consortium, c/o the Institute for Educational Leadership, 1001 Connecticut Ave., N.W., Suite 310, Washington, D.C. 20036-5541.

■ **Nearly 4,000 high-school students who took the College Board's biology achievement test last June have had their grades revised as a result of a scoring error.**

About 3,900 of some 27,000 students who took the test received the revised scores after experts identified a second correct answer to one of the questions during a routine review of the test.

Affected students' scores were increased by 10 to 20 points, officials said.

The question asked students to identify a special layer of cells near the point of attachment of a leaf to a shoot. The correct answer to the question was intended to be the leaf scar. But during the test review, some botany experts noted that, given the diagram included with the question, such a layer could have been expected at other sites.

Achievement-test score revisions are extremely rare, according to Janice Gams, associate director for public affairs at the College Board.

STATES

Record Number of New England Schools Face Accreditation Loss

Forty-five high schools throughout New England have been warned that their accreditation is at risk because of cuts in programs or deteriorating school conditions.

The New England Association of Schools and Colleges cited cuts in library services, guidance counseling, lack of maintenance at some school buildings, and unsafe building conditions as among the factors causing the schools to be warned, according to Pamela Gray-Bennett, the group's associate director for public secondary schools.

The number of schools to receive the warning has increased dramatically in the past year, she added.

Six of the 45 high schools face the possibility of being placed on probation, while the 39 others have only been warned, the association said. The names of the schools were not released.

Many school districts throughout the region have had to cut budgets in the past two years as a result of the softening New England economy.

■ **Many of the largest employers in Idaho have sponsored a new report that recommends that the state spend an additional $5.6 million this year, and $100 million over the coming decade, to improve precollegiate education.**

The report, which was sponsored by the Idaho Education Project, a coalition of 25 enterprises, recommends that the state move toward a performance-based system that would allow districts local control over how to meet new statewide goals.

Outstanding schools should receive grants of $300 to $500 per pupil and waivers from most state regulations, the report urges.

The study cost $400,000 and took more than a year to prepare.

DISTRICTS

Black, White Miss. Districts Cannot Merge, Appeals Court Rules

The U.S. Court of Appeals for the Fifth Circuit late last month affirmed a lower-court decision preventing the merger of two Mississippi school districts.

The unanimous three-judge appellate panel upheld a federal district judge's 1989 denial of the bid by the predominantly black Laurel School District to merge with the surrounding Jones County School District. Most students in the county schools are white. The Laurel schools sought the merger in 1987.

"The law has been correctly applied," the appeals court held. "Federal courts may impose a desegregation remedy only if a Constitutional violation is shown."

The federal government, the City of Laurel, and the Laurel schools backed consoli-

Bursting Their Balloons?

Balloons, once a source of unmixed joy for children, today evoke as many "Oh no's!" as ooh's and ahh's.

Disturbed by reports that balloons released into the environment have been linked to the death of marine animals, some children have begun to shun balloons, and schoolchildren have been active in lobbying state legislatures to act against outdoor balloon launches.

Under such pressure, legislators in Florida, Connecticut, and Texas have already responded by passing laws banning or restricting balloon launches, and California recently banned the release of foil balloons, according to Mark Brown, director of communications for the National Association of Balloon Artists. Several cities have passed ordinances labeling balloon launches a form of littering, Mr. Brown says, a term he thinks is unfair.

The youthful lobbying was prompted by reports in 1985 and 1987 that a whale and a leatherback sea turtle that washed ashore dead in New Jersey had, respectively, a mylar plastic balloon and a latex balloon in their digestive systems that may have contributed to their deaths.

Peter and Susan Hibbard, science teachers in Toms River, N.J., founded the Balloon Alert Project in 1987 to study plastic pollution. Mr. Hibbard says he suspects that the balloons had "some impact" on the animals' deaths, even though no link has been proved.

The Hibbards say they are not anti-balloon. Ms. Hibbard, her husband says, regularly uses balloons in science experiments with her high-school students, who then demonstrate their proper use to elementary students.

But the balloon industry is not taking the controversy lightly.

One manufacturer, Balloon City USA of Harrisburg, Pa., has filed a civil suit against the Balloon Alert Project, claiming the project's efforts have hurt sales and damaged the firm's reputation, says its president, Philip Levin.

The firm has also responded with "A Lesson About Latex," a comic book

Loel Ba

presenting the industry's arguments that the marine deaths may well have been unrelated to the balloons and that latex balloons are a natural, biodegradable product. The comic also includes three experiments schoolchildren can perform to prove the biodegradability of latex balloons. —V.L.J.

American Chemical Society

A Union (N.J.) High School student works in a "microsized" ChemCom laboratory. Microsizing means that students use less, generate less waste, and operate safer and smaller equipment, developers of the chemistry curriculum say.

from—and some students argue, less rigorous than—traditional chemistry.

"It's a curriculum in which the chemistry is presented when students need to know it," Mr. Berry says.

The concept of balancing equations, one of the basics of traditional courses, for example, first appears in the chapter on conserving the earth's resources.

But if it is taught properly, supporters say, ChemCom does not weaken exposure to mathematics and theory.

"This is not 'dumbed down' chemistry," Ms. Ware says.

'Town Meetings' Held

The hallmark of the program, most observers agree, is its emphasis on the ways the knowledge of chemistry, or lack of it, affects students' daily lives.

The initial section of the textbook, for example, presents a situation in which the residents of a fictitious small town discover that some substance in the local drinking-water supply is responsible for a massive fish kill that threatens the town's economy.

Students then are led through an examination of water-quality issues, as well as the chemistry of water, and learn to filter contaminated water through a variety of media to remove impurities.

The culmination of the section is a "town meeting," in which students debate the various causes and effects of—as well as the relative merits of solutions to—the water-quality problem.

"It was really like you lived in a small town," recalls Gregory Ponzoli, a junior in Mr. Rosso's class. "Everybody was getting real excited about it."

As a testament to the project's success, Mr. Rosso has displayed photographs of the town meeting, which was held early in the fall semester, alongside the ubiquitous Periodic Chart of the Elements on his classroom wall.

Difficult To Teach?

Despite the growing enthusiasm for the program, however, acceptance is far from universal, even among those who have taught the course.

Many teachers who are pleased with the results of the traditional approach, and who see no value in reducing the amount of direct instruction in theory, object to the curriculum, proponents say.

"I think most of the resistance comes at the teacher level," Mr. Berry says.

Some teachers also object to the frequent homework assignments that are a hallmark of the ChemCom approach, Mr. Pavelich adds.

"From the teacher's point of view, there's an awful lot of grading," he says.

The inclusion of such activities as the simulated town meeting, which requires that students not only develop some expertise in chemistry, but also employ some skills that generally might be considered more appropriate in a speech or debate class, also spurs resistance among more-traditional teachers, according to some.

Mr. Rosso says that ChemCom initially "got a bad reputation in our county, because it was taught wrong."

Chemistry teachers, accustomed to the mathematics-based general chemistry program, he points out, attempted to shape the new curriculum to meet the old model.

"It's important to understand the philosophy behind the program," he says. "But, if you stay with the program, it'll all get done."

Learning 'Different Skills'

To most science educators, ChemCom is most appropriate for students who do not plan to take higher-level science or engineering coursework.

In Baltimore County, for example, where the course is offered as an alternative to honors, "gifted and talented," and regular chemistry, the course catalogue stresses that ChemCom "is especially suited to the student who is not preparing for a career in science or engineering."

Yet the prerequisites for ChemCom are identical to those listed for the school system's traditional basic chemistry course. Student are required to have completed a first-year algebra course and should be concurrently enrolled in a second year of algebra.

To Mr. Pavelich of the Colorado School of Mines, ChemCom is an adequate preparation for high-school physics and provides an excellent grounding in the subject for non-science majors.

But Mr. Berry of the University of Puget Sound suggests that students who have taken the course can keep up in his college-level chemistry courses.

"ChemCom students end up with slightly different skills," he says. "But it's not that that stuff is lacking in ChemCom."

He adds that while ChemCom students "may feel a little stressed" during the early weeks of college chemistry, which typically emphasizes mathematics, they generally catch up with their peers because ChemCom has built up their self-confidence.

The group-oriented, interpretative approach also has its advantages, he notes.

"They can negotiate with other students easier, and they form study groups," Mr. Pavelich agrees. "ChemCom has students looking at graphs and tables of data and trying to get information, rather than solving a particular problem for a particular solution."

To students, though, ChemCom's greatest virtue is in bringing new relevancy to a subject that often is complex and daunting.

Brad Pressler, a junior in Mr. Rosso's chemistry class, had been enrolled in a traditional chemistry program at a Midwestern high-school.

"That was like math class," he says, carefully pouring a black liquid from one container to another. "This is more like chemistry." ■

Q. What is "shared inquiry?"

A. A distinctive part of the educational mission of the foundation is to teach teachers and parent volunteers in how to lead [a] very special, open-ended discussion.

In our workshops, adults are taught how to read interpretively and pinpoint questions of interpretation that are of interest to them. In other words, they might read "Jack and the Beanstalk," and after reading it two or three times and taking their own notes, they learn to write their own questions that are real to them.

They aren't going to say, "Who was the first person Jack talked to after he left home?" That's not an interpretative question. The teacher knows the answer to that, and the children know the teacher knows the answer so they don't have a genuine collaborative inquiry into the meaning of the tale.

But after really trying to grapple with the text herself, [the teacher] might come away with this question: Why does Jack climb the beanstalk again even though he's got inexhaustible wealth from the hen that lays the golden eggs? Children know the teacher is asking a genuine question, and then you've got a really genuine learning situation. The children and the leader try and work together to try to understand what the profundity of "Jack and the Beanstalk" really is.

Q. What is the value in that kind of inquiry for young children?

A. It teaches you how to think. It makes a child's education an active process, as opposed to passively absorbing that information the way an awful lot of children's routines require them to do. They are being taught tools for finding out the answers themselves . . . and that is something children can learn from a very early age. Even before those kids can decode they can think about literature and be moved by literature.

Q. Don't young children get frustrated that no authority figure can give them the "right answer" to questions about the literature?

A. We don't say there are not right answers. We say there are several good answers that are possible. It's not the case that any answer will do. It has to be an answer that they will support.

If the teacher says, "Why did Jack climb the beanstalk for the third time?" a child couldn't say, "His mother told him to," because there's not evidence to support that. But he might say Jack wanted to destroy the ogre and point to places in the text that show that the ogre is wicked and needs to be destroyed. . . . Children don't get frustrated by that, especially when they're taught early on that there are many different perspectives.

For many kids, this is the first time a teacher or an adult has looked to them for insight to a real question. ■

DIMENSIONS

Students' Interest in Mathematics

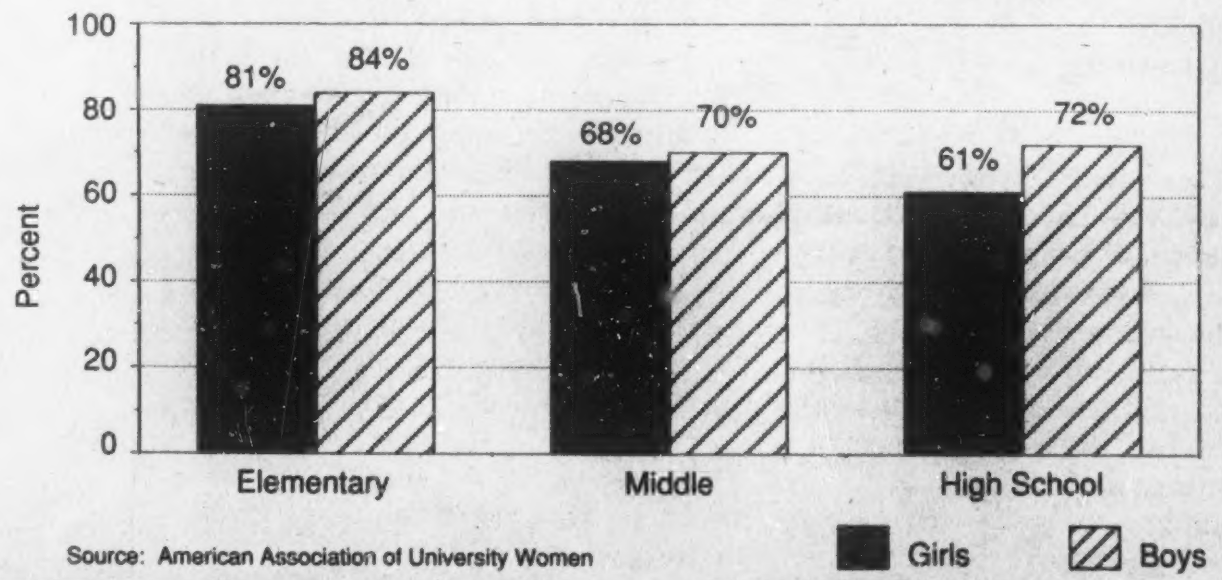
Students' enthusiasm for mathematics declines sharply during adolescence, particularly among girls, a survey commissioned by the American Association of University Women has found.

The poll of 2,500 girls and 500 boys, released last month, found that math is students' favorite subject in elementary school. Some 81 percent of elementary girls and 84 percent of elementary boys say they like math, the survey found.

But by high school, it states, 72 percent of boys and 61 percent of girls say they like the subject. More than a fourth of high-school girls say math is their least-favorite subject, it found.

Students' confidence in their own math abilities also declines over that period, and girls' confidence drops more sharply than boys', the survey found. In addition, it found, older girls tend to say they dislike math because they get "bad grades," while boys say they think the subject is "not useful."

Interest in Mathematics by Grade and Gender



Source: American Association of University Women

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record · Volume X, Number 21 · February 13, 1991 · © 1991 Editorial Projects in Education / $2.50

Weld Plan Would Cut School Aid, Eliminate Board

Overhaul 'an Assault,' Mass. Educators Say

By Karen Diegmueller

Barely a month after assuming office, Gov. William F. Weld of Massachusetts has proposed sweeping budgetary and governance changes that could transform the face of education in the Bay State.

The new Republican Governor, who faces one of the nation's biggest budget deficits, has called both for cutting hundreds of millions of dollars out of education and for abolishing the Board of Education of the state where the lay-governing concept originated.

His proposals, many of which were filed as legislation last week, would cut $7.6 million from state education spending between now and the end of the fiscal year in June, and another $108.9 million in the coming fiscal year.

Even more threatening, in the eyes of many educators, Mr. Weld has called for cutting $250 million next year from state aid to local governments. Localities use a majority of those funds for schools.

The proposed cuts would be in addition to $499 million in state-aid losses to education since July 1989, representing 20 percent of the entire education budget.

Mr. Weld's proposed overhaul of the edu-

Continued on Page 22

Teaching our Teachers

Mary Kalem-Romjue

Equipping one person with all the tools necessary to be an effective elementary-school teacher has proven an almost insurmountable task for colleges of education.

In many ways, the problems of preparing elementary educators are those facing teacher education as a whole. But the unique demands placed on early-childhood educators throw all these issues into high relief.

Part 2 of a special series on teacher education begins on page 11.

Bush Seeks To Reward District Plans That Include Private-School Choice

By Mark Pitsch

WASHINGTON—Along with his fiscal 1992 budget, President Bush last week presented the Congress with a domestic-policy agenda topped by $690 million in education initiatives, including a proposal to reward school districts that establish choice policies allowing parents to enroll their children in private schools.

The budget also outlines new proposals to reward schools for improved student achievement and plans for revamping the student-aid system that are likely to form part of the Administration's proposal for reauthorization of the Higher Education Act.

And some education programs would be included in an Administration plan to turn over $15 billion in social-service programs to states as a block grant.

The education initiatives are literally at the top of the agenda in budget messages from Mr. Bush and Richard G. Darman, director of the Office of Management and Budget. They typify themes that run throughout the budget: "empowerment" of individuals, increased responsibility and flexibility for state government, and a narrower targeting of federal aid to the most disadvantaged.

"The Administration clearly makes a case for education to be an important part of our national life and for the national goals to be

Continued on Page 29

Governors Greet Bush Plan To Turn Programs Over to the States With Cautious Enthusiasm

By Lynn Olson

WASHINGTON—President Bush's proposal to turn over some $15 billion in federal programs to the states free of strings was greeted with cautious enthusiasm by the nation's governors, who met here last week.

"The more flexibility we have to meet the particular needs in each of our states, the better we are able to cope," Gov. Booth Gardner of Washington, a Democrat and chairman of the National Governors' Association, said in a statement that reflected the mood of his colleagues.

But, he cautioned, "while block grants are enticing in their concept, we don't want a déjà vu of past practices, when we got block grants and then saw them disappear."

The proposed federal budget for fiscal year 1992, released by the President last week, contained a list of programs that might be included in the "turnback" proposal, which would take the form of a large block grant. The list amounts to almost $21 billion in outlays for the year that begins Oct. 1, including approximately $1.8 billion in education spending. *(See related story on this page.)*

Continued on Page 30

Baltimore Class Tests Theory of Providing 'Positive Role Model' for Young Black Boys

By Debra Viadero

BALTIMORE—Richard Boynton was at first perplexed to notice that some of the boys in the 3rd-grade class he teaches here seemed to have suddenly taken to sitting on top of tables, with their short legs dangling loosely in the air.

Then it occurred to him: That is the way the teacher himself often sits while the boys are busy working at their desks.

Mr. Boynton soon noticed other signs of imitative behavior in his young pupils. Some would lean the way he leans or walk the way he walks. A few, when appointed to lead the class in a line to the lunchroom, even used the teacher's own words to get fidgety classmates to fall into line.

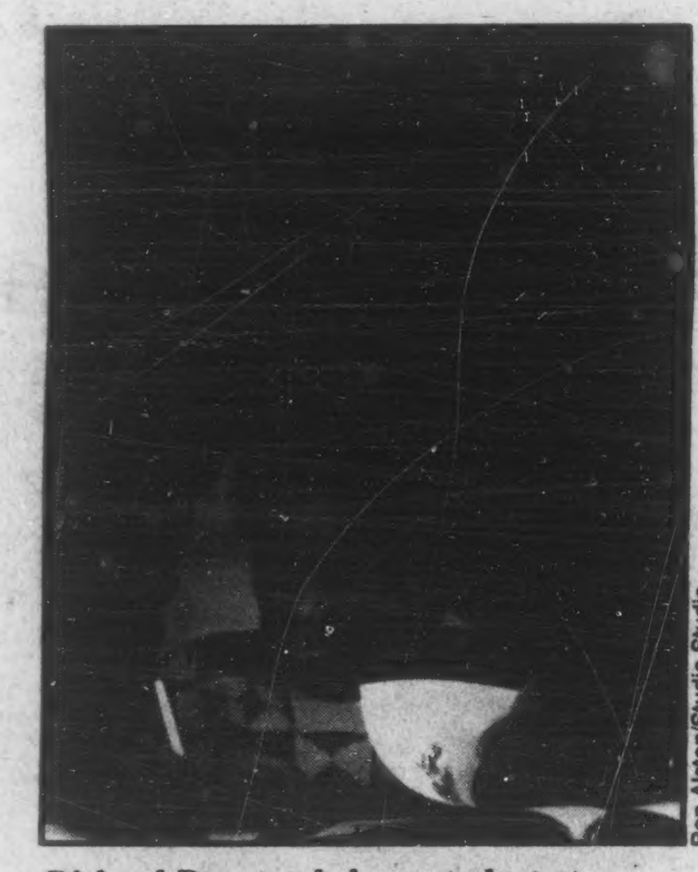
" 'All right now, I want to see my line in order,' " he heard them bark at their classmates.

"Hopefully," Mr. Boynton said, pausing during a break in the class last month, "I'm setting a good example for them."

Setting a good example is precisely the point of the unusual experiment being conducted here at Matthew Henson Elementary School. All 27 children in this public-school classroom are boys; all of them, like Mr. Boynton, are black.

Educators at the school placed these pupils in the class because they felt the boys needed the influence of a positive male role model—someone like Mr. Boynton—to keep them from ending up like so many of the young men in this West Baltimore neighborhood who came before them: un-

Continued on Page 17



Ron Alston/Studio Studio

Richard Boynton helps a student at Matthew Henson Elementary in Baltimore.

Mississippi Reforms At Mercy of Politics And Fiscal Problems

By Lonnie Harp

JACKSON, MISS.—Rows of worn houses mark the neighborhood around the Greater Clark Street Baptist Church here, where crime and other problems of poverty have settled. For the Rev. S.L. Bowman, though, the church is a symbol of hope and rejuvenation.

Mr. Bowman saw the same kind of potential in the ambitious school reforms state officials proposed here last year. Now that the education program has fallen into limbo, he has organized 40 fellow pastors from around the state to protest its fate.

"We thought it was a good program and put Mississippi in the national vanguard," said Mr. Bowman, pastor here for more than a quarter-century.

Mr. Bowman's frustration and disappointment mirror those of many educators and political leaders in the Magnolia State, who are struggling awkwardly to revive the momentum for school improvements that blossomed—and quickly withered—last summer.

Little more than a year ago, lawmakers,

Continued on Page 24

Also in the news

5 **Portland Protest**
Hundreds of black parents in the city join a one-day school boycott over a proposed minority-education plan.

8 **Research at RAND**
Thanks to a $10-million grant, the RAND Corporation will found an institute to evaluate the nation's education system.

25 **Confirmation Commitment**
Lamar Alexander says he will reverse a policy on minority scholarships if confirmed as Secretary of Education.

IN SUMMARY

Reorganization Redux
A new reorganization plan in the Seattle district has some members of the black community protesting that the effort is insensitive to the needs of African-Americans. **Page 4.**

'Afro-centric' Advance
School officials in the District of Columbia are planning to introduce an "Afro-centric" curriculum into some of the district's schools next fall. **Page 4.**

Boston Catholic-School Plan
The Roman Catholic Archdiocese of Boston has issued a preliminary report calling for tuition increases, elementary-school closings and consolidations, and increased cost-sharing among parishes. **Page 9.**

Restraining the Rowdies
Bus riders in the St. Louis public schools are reported to be quieting down since the district installed video monitors that show educational videotapes on a school bus. **Page 10**

New Jersey Compromise
After months of bitter protest, the New Jersey legislature appeared last week to be ready to make major revisions in the school-finance-reform and tax-increase law it approved last summer. **Page 18.**

Business and the States
A campaign by the chiefs of the nation's biggest companies to play a greater role in state education policy has had modest success since it began in 1989, business and education analysts say. **Page 20.**

Capital Update	**29**
Commentary	**31 and 40**
Deadlines	**33**
Early Years	**8**
Federal File	**25**
Events	**33**
Focus On: Research	**6**
Legislative Update	**18**
Marketplace	**34**
State Journal	**18**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the American Association of School Administrators.
Begins opposite page 20.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 21.

ACROSS THE NATION

NATIONAL

Poll Says Most Voters Favor Limited Bilingual Education

Fifty-four percent of registered voters surveyed by the Gallup Organization last month said that a child should be enrolled in a bilingual program in school only until he or she learns English.

The survey was commissioned by U.S. English, whose goal is to make English the official language of the United States.

Of the 995 likely voters surveyed, 37 percent said bilingual education should be used to maintain a child's native language, and 9 percent were undecided on the issue. Voters from families with a native language other than English did not differ significantly from native English speakers in their opinions.

Ronald Saunders, executive director of U.S. English, said the survey results support his organization's call for effective bilingual-education programs that teach English within two to three years.

But James Lyons, executive director of the National Association for Bilingual Education, said the survey did not include enough members of various language minorities and failed to give respondents adequate background on language issues.

The survey, which is deemed accurate to within plus or minus 3 percent, also found that 71 percent of the general public and 64 percent of families in which other native languages are spoken thought the maintenance of foreign languages and cultures should be a private concern rather than the responsibility of public schools.

Seventy-eight percent of those surveyed favored designating English as the nation's official language of government.

■ **Spurred in part by a softening economy, enrollment at two-year colleges is growing at a faster rate than that of four-year schools**, according to a survey by the College Board.

The survey found that between 1988 and 1989, freshman class size grew an average of 10 percent at two-year colleges, but fell by an average of 1 percent at four-year schools.

Over the same period, the number of high-school graduates decreased 7 percent, according to U.S. Education Department figures.

Between 1980 and 1989, the survey says, undergraduate enrollment grew an average of 17 percent at two-year colleges and only 7 percent at four-year institutions.

Economic considerations may fuel some of the growth, Jean Marzone, director of information services for the board, said in a statement. Two-year colleges "may be attracting students who want to save money during the first two years of college, or who need to acquire entry-level job skills quickly."

Increased enrollment of part-time students also accounts for some growth, Ms. Marzone said, noting that the part-time enrollment of two-year colleges grew an average of 27 percent between 1980 and 1989, double the rate for four-year schools.

Copies of "Summary Statistics: Annual Survey of Colleges, 1990-91" are available for $25 each, plus $2.95 handling, from College Board Publications, Box 886, New York, N.Y. 10101-0886.

STATES

Officials May Block Home-Building That Affects Schools, Court Rules

Local planning commissioners in California may deny residential construction proposals that require a zoning change if the developments would overburden public schools, a state appellate court has ruled.

The decision by the Second District Court of Appeals, issued last month, also said that municipal authorities are entitled to ask developers to donate land or money to school districts as a condition for the approval of construction projects.

Two crowded Santa Clarita Valley school districts had filed suit against Los Angeles County in 1989 after a regional planning commission refused to block a 2,500-unit housing development that, the districts contended, would inundate them with new students.

County lawyers had maintained that a 1986 state law imposing a school-related fee of $1.58 per square foot on developers prevented them from blocking projects that affect schools.

School officials argued, however, that the revenues generated by the fees covered only about one-third of the educational costs associated with the new developments.

■ **The number of Wisconsin students receiving high-school equivalency diplomas decreased 66.8 percent between 1986 and 1989,** more than seven times the national average, according to a state report.

The state's Legislative Audit Bureau found that only 2,660 equivalency diplomas were issued in 1989, a sharp drop from the 8,011 certificates distributed in 1986. The national decline in equivalency degrees issued during that period was 9 percent, the study said.

The report cited several factors for the decline, including the introduction of a more rigorous form of the General Educational Development examination in 1987. At the same time, Wisconsin raised its G.E.D. passing requirements, while many states lowered standards. Wisconsin maintains the highest passing requirement for the G.E.D. nationwide.

In 1988, the state also raised the minimum age for taking the G.E.D. to 18½ years, citing fears that many students might drop out of high school early and take the G.E.D. rather than graduate.

A majority of Wisconsin vocational-education schools, which offer G.E.D. preparation courses, support a lower score requirement, claiming that the higher passing score dissuades potential G.E.D. graduates from taking the test.

The War Hits Home

The Persian Gulf war has suddenly become very personal for two Tennessee schoolchildren whose U.S. Air Force pen pal has been taken a prisoner of war in Iraq.

Nine-year-old Adrian Cameron and 12-year-old Katie Pritchett had both corresponded with Capt. Harry Michael Roberts of Savannah, Ga., before the war began.

The 4th-grade students at Harding Academy were instructed by their teacher, Linda Pritchett, to address their letters to "any service person," but Adrian specified "any pilot service person," and Captain Roberts wrote him back. He told Adrian about his life in the military and mentioned that his wife, Patti, was expecting a baby on Feb. 8.

Ms. Pritchett's 12-year-old daughter, Katie, also began writing to Captain Roberts. The day she was to mail a reply, Ms. Pritchett read that the pilot had been shot down while flying an F-16 fighter jet over Iraq and had been taken prisoner.

"I just about collapsed . . . it was a real shock," Ms. Pritchett says.

"It's really sad . . . it kinda hit me real hard," Katie says of the news. "At first the war was scary, but kind of neat," she admits. "But [after this happened], for the first time the war seemed real."

The next day, Ms. Pritchett explained to Adrian and to the rest of her class what happened.

"We had been following the war on maps," she says, "but this brought it closer to home." Originally, Ms. Pritchett says, it was "so exciting" for the children to receive letters from Saudi Arabia, but since learning about the fate of Captain Roberts, the spirit of celebration has turned to fear and worry.

She says her students began following the news more closely and asked such questions as "What does it mean to be tortured?" Her class prays daily for Captain Roberts's personal safety and his return, she says.

To counter the feeling of helplessness, the class is organizing an "air-mail baby shower" for Patti Roberts, who is in Spain with her in-laws.

Katie stressed the most valuable lesson she has learned from Captain Roberts.

In his letter, Captain Roberts wrote, "Make sure you take the time to appreciate being with your family. You don't know how much you miss that until you're gone."

—W.M.

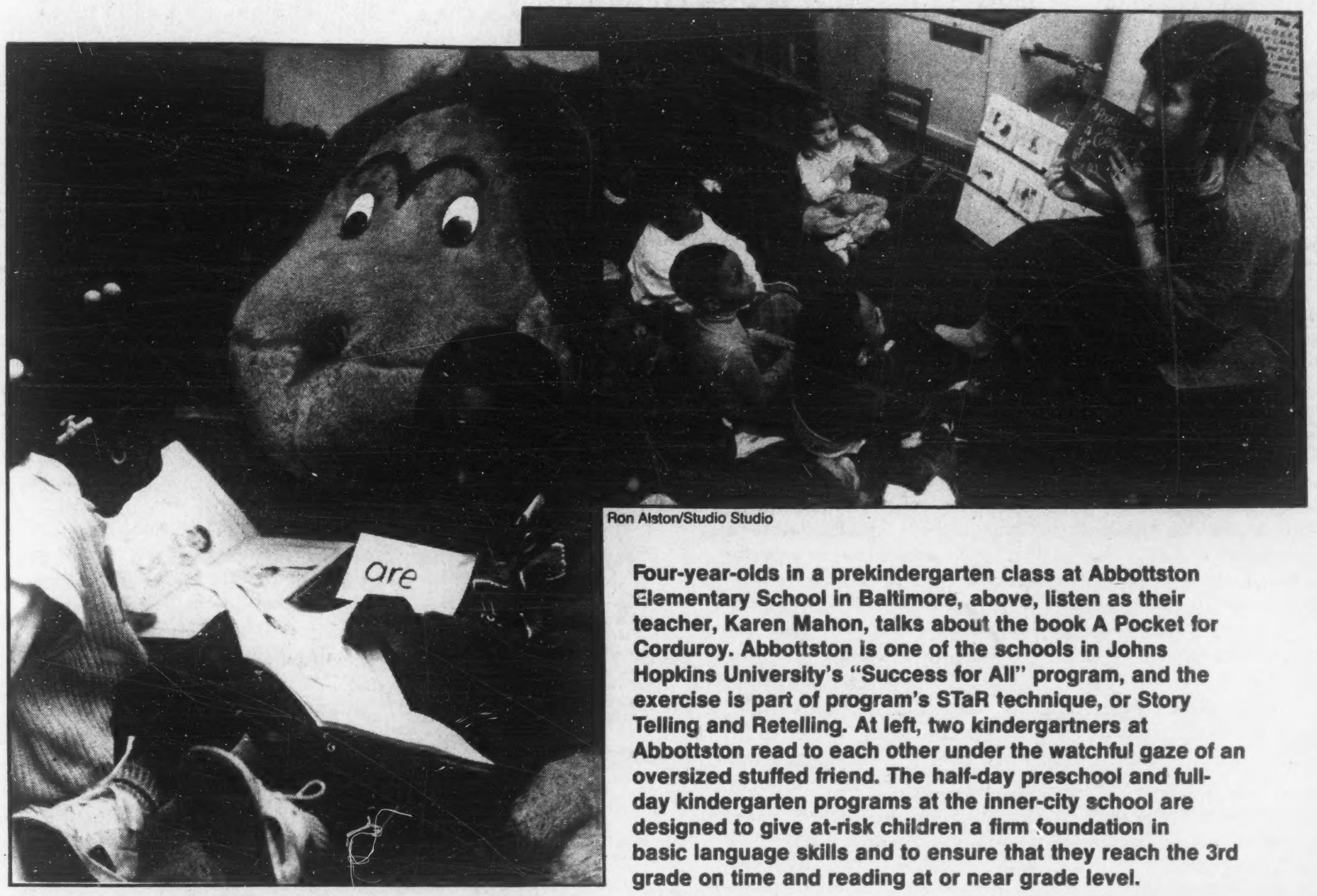
DISTRICTS

New Foundation Launched To Raise Funds for Chelsea School Project

Leaders of the Boston University-Chelsea, Mass., schools partnership launched a new foundation last week to facilitate fund-raising for the highly touted collaborative and to spread the reform model beyond Chelsea.

The new organization—called A Different September Foundation—will solicit grants for the 10-year partnership, under which the university assumed governance of the troubled Chelsea school system in 1989.

Previously, the university handled all fund-raising, an arrangement that may have confused potential donors who wanted to support K-12 education reform, but not the university, said Michael Sandler, the foundation's president. Because checks were made payable to Boston University, questions arose over the autonomy of the partnership program, he said.



Ron Alston/Studio Studio

Four-year-olds in a prekindergarten class at Abbottston Elementary School in Baltimore, above, listen as their teacher, Karen Mahon, talks about the book A Pocket for Corduroy. Abbottston is one of the schools in Johns Hopkins University's "Success for All" program, and the exercise is part of program's STaR technique, or Story Telling and Retelling. At left, two kindergartners at Abbottston read to each other under the watchful gaze of an oversized stuffed friend. The half-day preschool and full-day kindergarten programs at the inner-city school are designed to give at-risk children a firm foundation in basic language skills and to ensure that they reach the 3rd grade on time and reading at or near grade level.

STaR, or Story Telling and Retelling, in which students listen to, retell, and dramatize selections from children's literature.

Children begin to read on their own in kindergarten, and in 2nd grade they graduate to use of the district's standard basal readers.

Those who need more individual attention also receive about 20 minutes of one-to-one tutoring with certified teachers. The highest priority for such services goes to 1st graders, followed by older children.

To bolster the curricular changes, many Success for All schools also provide a range of family-support services aimed at involving parents in their children's schooling. In such cases, schools may monitor students' attendance, provide parenting education, and generally try to make parents feel welcome at school.

While not part of the tutoring program, 4th and 5th graders also use the Success for All approach and benefit from the family-support services, the researchers say.

'Cadillacs,' 'Chevys,' 'Yugos'

To demonstrate that their approach can work in diverse school districts, the Johns Hopkins researchers have structured their experiment to meet a range of fiscal conditions.

The so-called "Cadillac" programs, which are in place at Abbottston and one other Baltimore school, have at least six reading tutors, a preschool, additional family-support staff members, and a full-time on-site facilitator for the program. Abbottston also has a full-day kindergarten.

The program carries a price tag of about $400,000 a year—or $749 per pupil—above the school's existing Chapter 1 funding. At Abbottston, the additional money also comes from Chapter 1 discretionary funds allocated by the city.

But as the researchers are quick to point out, even the additional costs of the program at Abbottston do not even bring per-pupil spending at the school up to the statewide average.

The other Success for All programs—known as "Chevys" or "Yugos"—have fewer tutors, may not have a preschool or kindergarten, have no additional family-support staff members, and have only a half-time facilitator. These lower-cost options exceed the Chapter 1 allocation by about $40,000 to $150,000.

So far, the researchers say, the results of the Success for All program, especially at Abbottston, have been dramatic.

A full evaluation of the program in seven sites—five in Baltimore, including Abbottston, one in Philadelphia, and one in rural Berlin, Md.—shows that it has contributed to substantial gains in student achievement. Moreover, Mr. Slavin notes, the earlier students start in the program, the more impressive the gains.

Among those who finished 3rd grade last year at Abbottston, the evaluation shows, even those who started the experiment in the class's bottom quarter were reading only about three months behind grade level.

By contrast, students at a similar school nearby that was not participating in the program who started out in the lowest 25 percent of the class were a year and a half behind their peers at the end of 3rd grade.

Also, at Abbottston, no child was two years behind at the end of 3rd grade, while 10 percent of the students at the control school were.

Success for All has also paid off in ways not measured on standardized tests, says Mary Donnelly, who is a 17-year veteran of the school and now the program's facilitator.

"Referrals [for behavior] to the office during reading time are practically nonexistent because the children really do enjoy reading," she says.

At the same time, she notes, parental involvement has markedly improved, and pupil attendance is at near-perfect levels.

Even the schools that do not go with the Cadillac approach can see achievement gains, Mr. Slavin says.

But, he acknowledges, while retention rates plummet to virtually zero and special-education referrals shrink substantially in the full-scale program, such improvements have not been felt in the less-complete programs.

"What the Cadillacs get that the Chevys don't is the idea that you're going to do whatever it takes to see that every single kid succeeds," Mr. Slavin says.

Nevertheless, he points out, the program has demonstrated that an audacious idea—ensuring academic success for all children in a school others might have written off—can work.

"People who see the urban school as a total disaster and as some sort of pit of perdition—it's just not our experience," Mr. Slavin says. "You can do a great deal." ■

---

tions to ask, asking them critically, and investigating the questions in a dialogical manner.

The research itself would act back on the questions. If they find out things in an inquiry, they may go back [and ask different questions]. . . .

It's not that the product is an end-point stop. [What's important is] the process, being part of a community. . . .

But all methods have the potential of being oppressive if they are imposed, not caring for the particular context.

Q. You describe in your paper some problems you had setting up your research project with master's students at the University of Utah. What did you learn from those problems?

A. Our number-one problem was, as individuals struggling to reconceptualize what is research, we are embedded in a context that has historical meaning. There is a university context, and a public-school context. One problem we overlooked was how powerful that context is.

For example, the reward structure. Teachers were not rewarded for doing that inquiry. They are rewarded for their students doing well on standardized tests and being orderly. They are not in the question-posing business. . . . If we are thinking of changing their roles, we have to think of the historical and material context. We did not have that firmly in mind when we started. We are aware of it, and we're making changes.

We can't assume the research context is neutral. It's not.

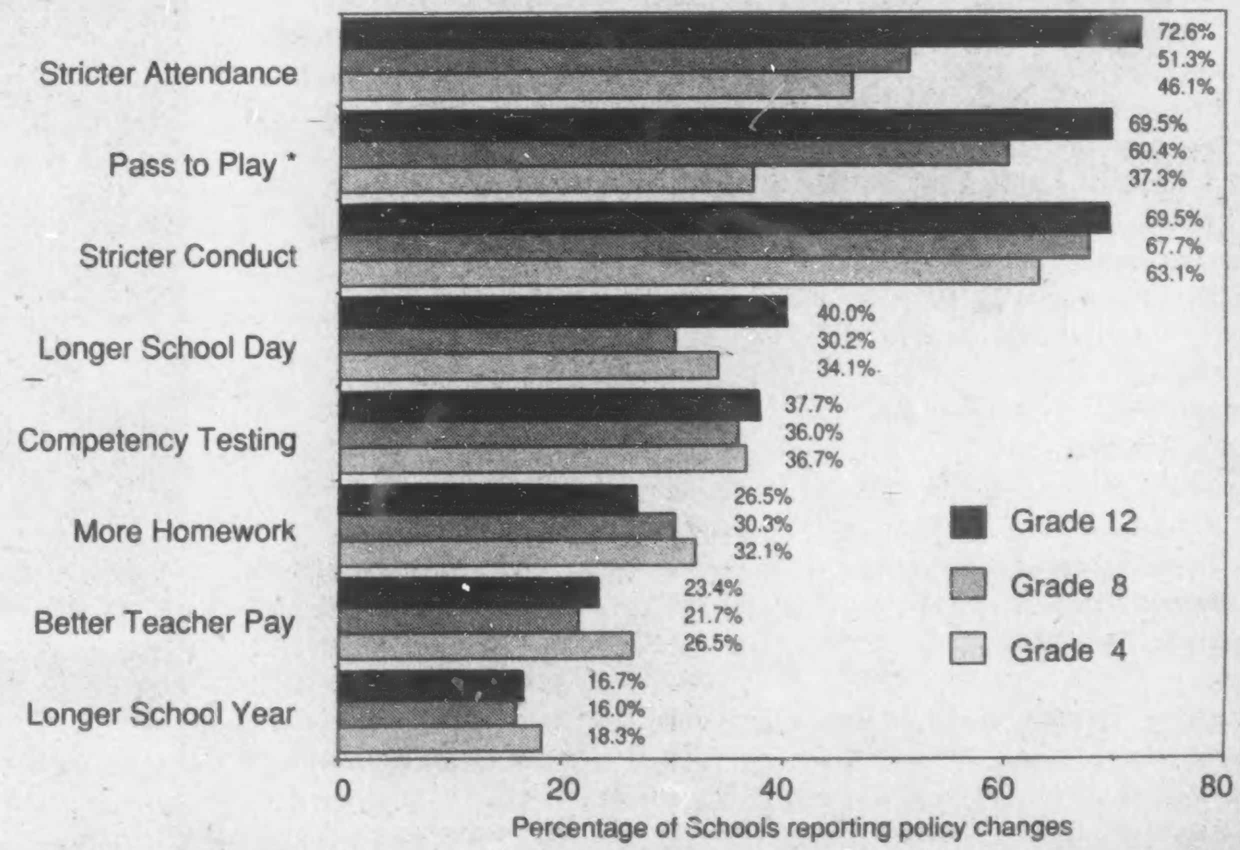
Q. In your paper you speak of "school change based on protest." What do you mean by that?

A. If you say what you need to do is involve teachers in the research process, that's good. . . . But unless there is built into the process some way you can protest the way you understand the world, you are stuck in a position of changing who is doing what, not the process [itself].

The important protest is internal and external—things that limit teachers and others from doing what they need to do in the community. Without protest, it's hard to see how you don't get top-down change. If someone else offers a solution, once that person leaves, you still have the dependency-type issue. You haven't empowered a person to say, "I can do this myself." ■

DIMENSIONS

School Policy Changes, 1983 to 1988



*Establishment of grade point average required for eligibility for participation in sports and extracurricular activities

Source: Educational Testing Service

WASHINGTON

Alexander Vows To Rescind Policy on Scholarships

By Julie A. Miller

WASHINGTON—Lamar Alexander told senators last week that one of his first moves as Secretary of Education would be to rescind a controversial policy statement that declared most scholarships reserved for members of minority groups illegal and then to review the issue.

But at the end of a genial, three-hour confirmation hearing, the former Tennessee Governor's personal opinion on the legality of such scholarships remained unclear.

Also unclear was Mr. Alexander's opinion on the issue of whether private schools should be included in educational-choice plans, as President Bush proposed in his budget for the 1992 fiscal year unveiled last week. *(See related story on page 1.)*

Mr. Alexander, who is currently president of the University of Tennessee, said he would "go back to what the policy was" on race-exclusive scholarships before Michael L. Williams, the department's assistant secretary for civil rights, stated the new policy in December.

Next, he said, he would launch a study of the issue, and "develop an appropriate policy based on opportunity and diversity."

Mr. Williams first stated that the scholarships were illegal, then that those funded by private, non-college sources were not, leaving the higher-education community angry and confused. *(See Education Week, Jan. 9, 1991.)*

"We must acknowledge that there was some disagreement on what the policy was," Mr. Alexander said, disputing some observers' contention that federal policy had firmly backed minority scholarships. "I know there was probably some dispute over what the applicability of Title VI [of the Civil Rights Act of 1964] might be to scholarships that are strictly race-based."

Mr. Alexander declined to state his own opinion on the legality or wisdom of such scholarships, saying that he did not want to make the same mistake Mr. Williams had by effectively setting his own policy before examining the issues.

Photopress

Lamar Alexander testifies before a Senate panel during last week's confirmation hearings.

He said Mr. Williams's statement "sends the wrong message to minorities." But he also echoed one of Mr. Williams's arguments.

"We will want to think about scholarships that offer opportunity to people who are disadvantaged . . . who have overcome adversity," he said. "This would avoid distinction based on race."

He did not condemn Mr. Williams, and said, "I look forward to working with him on this."

The hearing left lawmakers, particularly Democrats, visibly reassured on the scholarship issue, and Mr. Alexander was greeted with praise, warmth, and high expectations.

More than one committee member said there was probably no one better qualified to be Secretary, noting Mr. Alexander's advocacy of one of the first comprehensive state education-reform packages of the 1980's and his leadership of the National Governors' Association's "Time for Results" initiative, which led to a commitment from the governors to an ambitious reform agenda. *(See Education Week, Jan. 9, 1991.)*

'On the Right Path'

Most observers predict that Mr. Alexander will win easy confirmation by the Labor and Human Resources Committee, which will likely vote on the matter by the end of the month, after the former Governor responds to a series of written questions from panel members.

Senator Edward M. Kennedy, the Massachusetts Democrat who is chairman of the committee, said Mr. Alexander "has the background and record to push us on the right path of progress toward our goals in education."

"We want to see you as a fierce advocate for education in this Cabinet," Mr. Kennedy said.

Mr. Alexander provided some evidence that he might not always toe the party line, offering some surprisingly candid assessments of the Bush Administration's education record and several statements that could be viewed as contrary to Administration policy and posture.

"I'm not going to give a grade to the person I'm about to go to work for," Mr. Alexander said in response to a request that he rate the President's efforts.

Remarked Mr. Kennedy, "I suppose if you had a very high grade you wouldn't mind giving him that."

"Probably not," the nominee replied.

Mr. Alexander lauded the President for forging national education goals with the N.G.A. and for promising to be the "education President," but he added, "What I'd like to do better is to see more movement toward the goals."

Championing Choice

In a lengthy discussion of educational choice, the nominee was generally favorable to the concept, but he did not clearly define his opinion on the participation of private and religious schools in school-choice schemes.

Asked about the issue after the hearing, Mr. Alexander said, "My opinion about that is getting to be less important than the President's."

"The President has made a recommendation I'll look forward to supporting," he added, referring to a proposal to earmark $200 million for grants to districts that establish choice policies that allow parents to use some public funds to enroll their children in private schools.

"If you are going to expand to schools not operated by local school districts, as I think we should, it raises the issue of accreditation," Mr. Alexander said earlier, adding that standards would have to be established to prevent "weird schools" from receiving public funds.

In discussing choice, which he championed during his tenure as Governor, Mr. Alexander echoed

Continued on Page 28

Bush's $29-Billion E.D. Budget Falls Short, Advocates Say

By Mark Pitsch

WASHINGTON—President Bush last week unveiled a $1.45-trillion budget proposal for fiscal year 1992 that includes $29.6 billion for Education Department programs.

That figure represents a 9.2 percent increase over last year's $27.1 billion. But the increase proposed for discretionary programs is only $775 million, a 3.5 percent boost that does not equal the rate of inflation.

And $690 million of that would be earmarked for new Administration initiatives, most of which would reward schools for improved student performance and districts for establishing parental-choice policies. *(See related story on page 1.)*

The remaining $1.75 billion in increased spending was requested for entitlement programs, which the government must fully fund. The budget for the largest of them, the $5.8-billion Guaranteed Student Loan program, was artificially boosted by $1.6 billion this year as a result of new accounting procedures that required officials to include future costs of the loans.

Acting Secretary of Education Ted Sanders sought at a news conference last week to tie the budget to the national education goals set last year by the President and the National Governors' Association.

The spending plan is designed, he said, "to address our educational problems by rewarding excellence, by encouraging innovation, by increasing flexibility, and by eliminating waste."

'Disappointing' Proposal

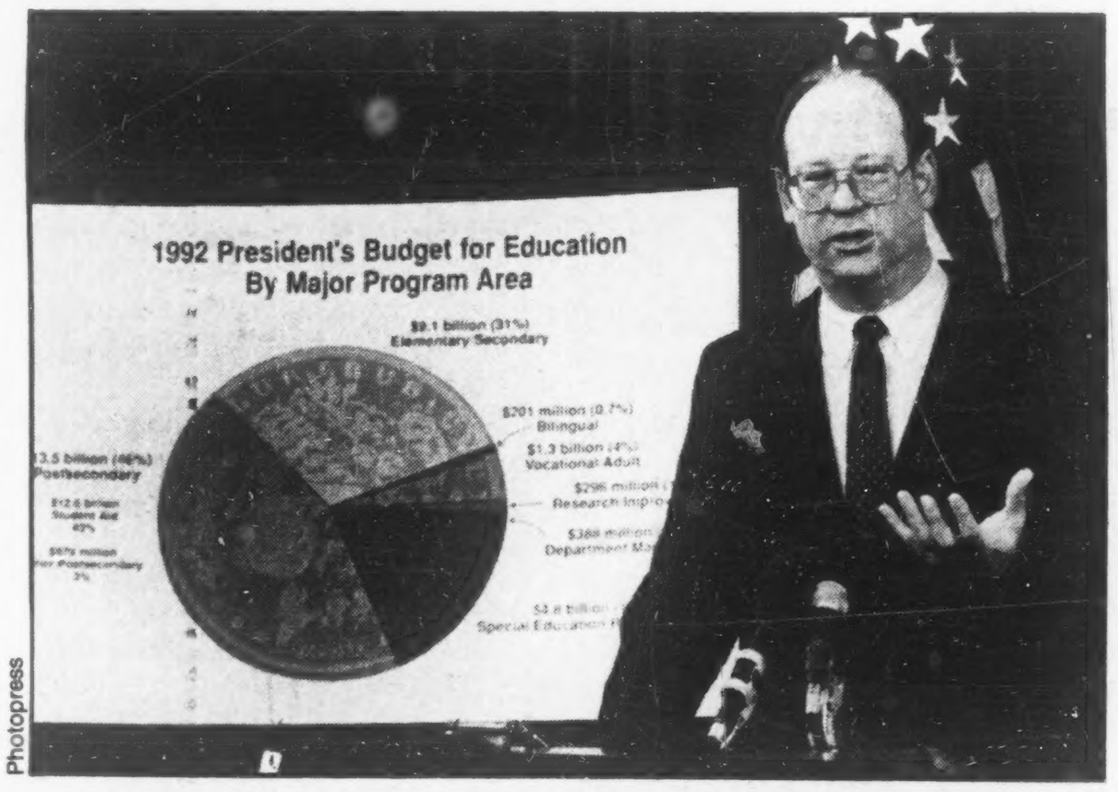
But education advocates, lawmakers, and Congressional aides almost universally termed the President's education budget "disappointing."

"Many of us were impressed by the establishment of the national education goals; we were impressed by George Bush's promise to be the education president," said Senator Edward M. Kennedy, the Democrat from Massachusetts who is chairman of the Senate Labor and Human Resources Committee. "But we don't see any indication of it in his budget priorities."

Education supporters particularly questioned Mr. Bush's decision to emphasize new legislation at the expense of more established programs.

The Chapter 1 remedial-education program, for example, would receive only a nominal increase of $125 million under the President's plan.

Even the Head Start preschool program, which the President has repeatedly promised to expand, was allotted only a 5 percent, $100-million increase that barely outstrips the inflation rate. In fact, some education advocates say the hike would not be enough to include any additional children in the program.



Photopress

Acting Secretary of Education Ted Sanders conducts a briefing on the $29.6 billion Education Department budget proposed by President Bush.

"I'm not surprised by the bottom line," said Edward R. Kealy, director of federal programs for the National School Boards Association and the current president of the Committee for Education Funding. "But I didn't expect it to be so tight on the currently funded programs."

Critics also denounced the President's plans to revamp federal student-aid programs, charging that he had pitted the poor against the working class.

Continued on Page 26

FEDERAL FILE

Official speech ■ Horn blowing ■ Enter laughing

Some employees of the Education Department "don't have the linguistic competence in English to perform their activities," Ronald Saunders, the executive director of U.S. English, said at the National Press Club last week.

Mr. Saunders, whose organization is dedicated to having English declared the nation's official language, declined to specify which individuals or divisions of the agency he was referring to.

But John C. Ciccone, a U.S. English spokesman, said, "I think he probably had a specific section in mind."

Department officials declined to comment.

■

"This is probably the only time I've ever been in a position to confirm a fellow trombonist," Senator Howard Metzenbaum, Democrat of Ohio, told Lamar Alexander at his confirmation hearing last week. "I hope you will be a better education secretary than I am a trombonist."

Others picked up the leitmotif.

"We need a trombonist in a sense, to blow the horn of education," said Senator Christopher J. Dodd, Democrat of Connecticut.

"But noise alone isn't going to do it," observed Senator Paul Simon, Democrat of Illinois, adding: "I'm sure that's not a description of your ability or Senator Metzenbaum's."

Mr. Alexander said he can also play the washboard, but "I learned that the trombone could drown out the washboard, so I stuck with the trombone."

■

The House Education and Labor Committee did a little organizational business at a meeting last week, but mostly they laughed at the new chairman's jokes.

Representative William D. Ford of Michigan introduced the new Democratic members and commented: "Now that's an All-American line-up if I've ever seen one—Bob, Bill, Jack, and Tim," referring to Robert E. Andrews of New Jersey, William J. Jefferson of Louisiana, John F. Reed of Rhode Island, and Tim Roemer of Indiana.

Bill Goodling of Pennsylvania, the ranking Republican, then introduced his new members, including Scott L. Klug, who is the panel's third Wisconsinite and replaces a Vermont lawmaker.

"I'm not surprised to see you've kept the dairy farmers well represented," Mr. Ford said.

Later, as panel members congratulated Mr. Ford, the new chairman quipped that his colleagues memorized the laudatory words "exactly as the staff wrote them."

—P.S., M.P., & J.M.

$29.6-Billion Budget for E.D. Falls Short, Advocates Say

Continued from Page [illegible]

The proposed budget includes a $400-million increase for Pell Grants, in accordance with the Administration's proposal to increase the total dollars available and the annual maximum grant while directing more of the money to students from families with incomes under $10,000.

Aides noted that the new proposals are unlikely to be enacted in time to be included in the budget for the fiscal year that begins on Oct. 1.

The budget contains relatively few cuts, but does rehash some perennial proposals to slash or eliminate programs that the Congress has rejected virtually every year since 1980.

Proposed Program Cuts

Programs that would get the ax in the Administration budget include impact aid payments for "b" children, or students whose parents live or work on federal property; several small school-improvement and scholarship programs; highly-subsidized Perkins student loans; college work study; library assistance; and the school asbestos-abatement program, which is run by the Environmental Protection Agency.

> *"I'm not surprised by the bottom line. But I didn't expect it to be so tight on the currently funded programs."*
>
> **—Edward R. Kealy**

The Administration is not repeating a proposal to cut funding for the National School Lunch Program by eliminating subsidies to schools for students who are not poor. It would be level-funded at $4.3 billion.

But the President is proposing that students receiving reduced-price lunches pay 15 cents per meal instead of the 40 cents per meal they now pay.

That would save families as much as $45 a year for each eligible student. Costs would be absorbed by students who receive "paid" lunches, at an annual family cost of no more than $11.

Students who receive fully subsidized lunches would not be affected.

Kevin Dando, legislative-affairs specialist for the American School Food Service Association, called the proposal "a big step forward." But he said the program "seems to be catering to poor students. We think the program is for all students."

"The Administration assumes fewer students will drop out of the 'paid' category than we think," he said, "and they assume more students will join the program than we think."

Some of the programs Mr. Bush seeks to cut—impact aid, library aid, and supplemental student loans—were also recommended, along with Chapter 2 education block grants, as prime candidates for a proposed social-service block-grant program that would be administered by the states.

Chapter 2 would be cut from $469 million in the current fiscal year to $463 million in fiscal 1992.

Many programs, including vocational education, would be frozen at 1991 levels, while others, such as bilingual-, Indian-, and adult-education programs, would receive only nominal increases.

Increase for Research

One of the largest increases was proposed for research programs, an area the Reagan and Bush administrations have consistently sought to upgrade. The $32-million hike requested this year would be devoted primarily to activities supporting the attainment and measurement of progress toward the national education goals.

The 20 percent hike for research includes a 46 percent increase for the National Assessment of Educational Progress, which is scheduled to complete its second trial assessment allowing state-by-state data comparisons in fiscal 1992. The second trial would include reading as well as mathematics.

Mathematics- and science-education grants would increase 18 percent, from $213.7 million to $253.7 million.

The $125-million increase proposed for Chapter 1—which pales in comparison with the $850-million boost it received in the current fiscal year—would not be evenly distributed.

Most of it would be earmarked for concentration grants, which target counties or school districts with at least 6,500 students living in poverty or with poor students making up a minimum of 15 percent of the school-age population.

The Even Start program, which coordinates early- and adult-education efforts, would rise to $60 million in fiscal 1992, up from $49.8 million in fiscal 1991 and $24.2 million in fiscal 1990. Funding for research and technical assistance to school districts would also increase.

But other Chapter 1 components, including basic grants, would be frozen at 1991 levels, and the Chapter 1 handicapped program would be cut by $23 million.

The Administration has again proposed moving that program to the special-education account, an idea the Congress rejected last year.

Other special-education programs would receive a $110-million, or 4.3 percent, increase.

DATABANK

President Bush's 1992

(in thousands)

	FY 1990 Comparable	FY 1991 Estimate [1]	FY 1992 Administration Request
COMPENSATORY EDUCATION FOR THE DISADVANTAGED			
Grants for the Disadvantaged (Chapter 1):			
Grants to local educational agencies:			
Basic grants	$4,373,146	$5,001,975	$5,001,975
Concentration Grants	395,112	555,775	674,775
Capital expenses for private-school students	25,682	36,108	36,108
Even Start	24,201	49,771	60,000
State agency programs:			
Migrant	282,444	294,596	294,596
Neglected and delinquent	32,791	36,108	36,108
State administration	50,176	59,140	59,140
State program improvement grants	12,544	14,785	30,000
Evaluation and technical assistance	11,853	13,175	17,000
Rural technical-assistance centers	4,445	4,463	4,463
Total, Chapter 1	**5,212,394**	**6,065,896**	**6,214,165**
Migrant education:			
High-school-equivalency program	7,858	7,807	8,135
College-assistance migrant program	1,720	1,952	2,034
Education certificate program support fund [2]	—	—	200,000
TOTAL	**5,221,972**	**6,075,655**	**6,424,334**
IMPACT AID [3]			
Maintenance and operations:			
Payments for 'a' children	571,500	578,540	578,540
Payments for 'b' children	108,500	121,626	—
Payments for federal property (Section 2)	15,354	16,590	16,590
Payments for Section 3(d)(2)(B)	22,000	22,000	10,000
Payments for decreases in federal activities Section 3(e)	—	1,952	—
Disaster assistance (Section 7)	—	13,663	—
Construction	14,998	26,349	15,000
TOTAL	**732,352**	**780,720**	**620,130**
SCHOOL-IMPROVEMENT PROGRAMS			
Educational improvement partnerships (Chapter 2): [3]			
State block grants	455,717	448,914	448,914
Evaluation	1,481	976	—
National Programs:			
Inexpensive book dist. (inc. RIF)	8,576	9,271	9,271
Arts in education	3,851	4,392	4,392
Law-related education	4,938	5,855	—
Total, Chapter 2	**474,563**	**469,408**	**462,577**
Foreign Language Assistance	—	4,880	—
Drug-free schools and communities:			
State grants	435,866	497,709	497,709
School personnel training	23,739	23,395	23,395
National programs	53,957	60,914	60,914
Emergency grants	24,688	24,331	49,500
National Commission on Drug-Free Schools	988	—	—
Strengthening teaching and administration:			
Mathematics and science education	126,837	202,011	239,011
Christa McAuliffe fellowships	1,932	1,954	2,036
Magnet-schools assistance	113,189	109,977	109,977
Education of homeless children and youth	7,404	7,313	—
Women's educational equity	2,098	1,995	500
Training and advisory services (Civil Rights IV-A)	21,451	21,329	21,329
Dropout-prevention demonstrations	19,945	34,064	29,214
Secondary basic-skills demonstration	4,938	—	—
General assistance to the Virgin Islands	4,391	4,366	4,366
Ellender fellowships	3,703	4,101	—
Follow through	7,171	7,265	—
Native Hawaiian Education Act	6,419	6,366	—
National writing project	—	1,952	—
School-year extension study commission	—	976	—
TOTAL	**1,333,279**	**1,484,306**	**1,500,528**
INDIAN EDUCATION TOTAL	**73,620**	**75,365**	**77,400**
EDUCATIONAL EXCELLENCE TOTAL [2]	**—**	**—**	**490,000**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION			
Bilingual programs	115,779	121,039	123,814
Support services	10,838	11,632	11,632
Training grants	31,913	36,066	36,066
Immigrant education	30,144	29,277	29,277
TOTAL	**188,674**	**198,014**	**200,789**
EDUCATION FOR THE HANDICAPPED			
State grants:			
Grants to states, general	1,542,610	1,854,210	1,976,095
Chapter 1 handicapped program [4]	146,389	148,861	125,661
Preschool grants	251,510	292,770	295,920
Grants for infants and families	79,520	117,106	128,819
Special-purpose funds:			
Deaf-blind and other severely handicapped projects	20,374	20,718	20,718
Severely emotionally disturbed	—	1,952	1,952
Early-childhood education	23,766	24,202	24,202
Secondary and transitional services	7,989	14,639	14,639
Postsecondary programs	6,510	8,559	8,559
Innovation and development	19,825	20,174	20,174
Media and captioning services	15,192	16,424	16,424
Special-education technology	5,425	5,593	5,593
Special studies	3,545	3,904	3,904
Special-ed. personnel development	63,706	69,289	69,289
Parent training	7,294	9,759	9,759
Recruitment and information clearinghouses	1,479	1,525	1,525
Regional resource centers	6,510	6,620	6,620
TOTAL	**2,201,644**	**2,616,307**	**2,729,853**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH			
State grants:			
Vocational rehabilitation state grants	1,528,498	1,632,625	—
Supported employment state grants	27,630	29,150	—
Client assistance	7,901	8,310	—
Service and demonstration projects:			
Special demonstration program	32,269	18,368	—
Supported employment projects	9,876	10,023	—
Recreational programs	2,588	2,617	—
Migratory workers	1,086	1,060	—
Projects with industry	18,765	19,445	—

Footnotes

[1] FY91 estimate may differ from FY91 conference agreement total.
[2] Proposed legislation.
[3] Proposed for state block grant.
[4] Proposed transfer from Compensatory Education for the Disadvantaged account.
[5] Proposed transfer from School-Improvement program account.
[6] Administered by the Department of Health and Human Services.
[7] Programs administered by the Department of Labor.
[8] Included in appropriations bill for the Interior Department.
[9] Included in appropriations bill for the Department of Housing and Human Development and related agencies.

SOURCE: U.S. Education Department, other agencies.

Budget for Education

	FY 1990 Comparable	FY 1991 Estimate [1]	FY 1992 Administration Request
	(in thousands)		
Helen Keller National Center	$4,938	$5,367	—
Independent living	45,431	48,088	—
Training	31,110	33,353	—
National Institute on Disability and Rehabilitation Research	54,318	58,924	—
Technology assistance	14,814	20,982	27,340
Evaluation	988	976	—
Rehabilitation services and disability research [2]	—	—	1,976,040
TOTAL	**1,730,212**	**1,889,288**	**2,003,380**
VOCATIONAL AND ADULT EDUCATION			
Vocational education:			
Basic grants	850,734	856,503	890,656
Tribally controlled post-secondary vocational institutions	—	2,440	2,440
Community-based organizations	10,850	11,711	11,711
Consumer and homemaking education	34,176	33,352	—
State councils	7,942	8,783	8,783
Tech Prep	—	63,434	63,434
National programs	23,014	24,681	23,880
Bilingual vocational training	2,959	2,888	2,888
Permanent Appropriation (Smith-Hughes Act)	7,048	7,148	7,148
Adult education:			
State programs	157,811	201,035	221,500
National programs	1,973	7,807	9,000
Literacy training for homeless adults	7,397	9,759	—
Workplace literacy partnerships	19,726	19,251	19,251
English literacy grants	5,888	976	976
Technology education demonstrations	988	964	—
Commercial driver literacy (not authorized)	—	1,952	—
TOTAL	**1,130,506**	**1,252,684**	**1,261,667**
STUDENT FINANCIAL ASSISTANCE			
Pell grants	4,804,478	5,374,282	5,775,121
Presidential achievement scholarships [2]	—	—	170,000
Supplemental educational opportunity grants [3]	458,650	520,155	346,945
Work-study	601,765	594,689	396,615
Income-contingent loans	9,863	4,880	10,000
Perkins' loans:			
Federal capital contributions	135,129	156,144	—
Loan cancellations	13,180	—	15,000
State student incentive grants	59,181	63,531	—
TOTAL	**6,082,246**	**6,713,681**	**6,713,681**
GUARANTEED STUDENT LOANS TOTAL	**4,376,027**	**4,244,489**	**5,892,632**
HIGHER-EDUCATION PROGRAMS TOTAL	**624,114**	**763 289**	**784,501**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS TOTAL	**35,129**	**37,726**	**3,598**
EDUCATIONAL RESEARCH AND STATISTICS			
Educational research	55,502	64,714	74,296
Statistics	22,655	44,313	51,974
National Assessment of Educational Progress (NAEP)	17,084	19,211	28,086
Fund for Innovation in Education	18,939	27,737	27,737
Fund for the Improvement and Reform of Schools and Teaching	8,358	8,895	2,807
Eisenhower mathematics and science education national programs [5]	8,781	11,711	14,711
National Diffusion Network [5]	12,837	14,151	14,151
Blue ribbon schools [5]	494	885	885
Javits gifted and talented students education [5]	9,888	9,732	9,732
Star schools [5]	14,813	14,417	10,000
Educational partnerships [5]	3,703	4,233	4,233
Territorial teacher training [5]	1,762	1,769	1,769
Leadership in educational administration [5]	3,845	3,831	370
Mid-career teacher training [5]	987	987	—
Partnerships for innovative teacher education [2]	—	—	20,000
National Board for Professional Teacher Standards National Council on Educational Goals	—	1,952	—
TOTAL	**179,648**	**228,538**	**260,751**
LIBRARIES [3]			
Public libraries	120,956	123,024	35,000
Research and demonstrations	285	325	—
Research libraries.	5,738	5,855	—
Library literacy programs	5,365	8,163	—
College library technology	3,732	3,904	—
Foreign-language materials	—	976	—
TOTAL	**136,076**	**142,247**	**35,000**
PAYMENTS TO SPECIAL INSTITUTIONS TOTAL	**264,682**	**310,826**	**305,140**
DEPARTMENTAL MANAGEMENT			
Program Administration	244,835	264,595	303,567
Office for Civil Rights	44,572	48,405	56,000
Office of the Inspector General	23,110	24,837	28,521
TOTAL	**312,517**	**357,837**	**388,088**
TOTAL, EDUCATION DEPARTMENT	**24,622,959**	**27,097,404**	**29,620,044**
EARLY CHILDHOOD PROGRAMS [6]			
Head Start	1,552,000	1,952,000	2,052,000
Comprehensive child-development centers	24,668	24,398	24,398
JOB TRAINING PARTNERSHIP ACT TOTAL [7]	**3,917,611**	**4,066,728**	**4,031,731**
INDIAN EDUCATION [8]			
Bureau of Indian Affairs programs, including B.I.A. schools	287,384	544,545	418,616
NATIONAL SCIENCE FOUNDATION [9]			
Education and human resources activities	220,600	322,400	390,000
ASBESTOS ABATEMENT [9]			
(Environmental Protection Agency).	42,200	46,300	—

HARVARD UNIVERSITY
Graduate School of Education

Institute on Current Issues in SCHOOL LAW
July 1-5, 1991

Recently, there have been significant developments in the following areas of school law:

- Special education
- AIDS
- Child abuse
- Drug testing
- Affirmative action
- School desegregation
- Equal access
- School finance reform

This five-day institute will provide in-depth analysis of these issues, focusing on understanding what the law requires, developing sound educational policies, preventing unnecessary litigation, and improving coordination between educators and lawyers. Participants wll include school board members, district-level and school-based administrators, education-department staff, teachers, and attorneys.

FACULTY INCLUDES:

Jay Heubert, J.D., Ed.D., Assistant Professor of Education, Harvard Graduate School of Education and former Lecturer on Law, Harvard Law School.

Rhoda Schneider, J.D., General Counsel to the Massachusetts Department of Education and former Acting Commissioner of Education in Massachusetts.

David S. Tatel, J.D., Director of HEW's Office for Civil Rights from 1977 to 1979 and currently a partner in the Washington law firm of Hogan & Hartson, where he heads the firm's education practice.

For further information on this or other institutes for education, contact:
Programs in Professional Education
339E Gutman Library
Harvard Graduate School of Education
Cambridge, Massachusetts 02138
(617) 495-3572. FAX (617) 496-8051

CALIFORNIA EDUCATIONAL
RESEARCH
COOPERATIVE FELLOWS
University of California, Riverside

GRADUATE STUDIES OPPORTUNITIES

THE PROGRAM: The UCR School of Education has established the CALIFORNIA EDUCATIONAL RESEARCH COOPERATIVE (CERC) -- a training and research center for the study of school improvement issues.

CERC anticipates multiple openings for the position **CERC Fellow** for doctoral students during the 1991-92 academic year. Students receiving these appointments work closely with faculty in the design and conduct of research projects, preparation of reports and technical assistance to cooperating school districts and county offices of education.

Salary range: Depending on qualifications and prior experience, up to $20,430 plus full benefits for half-time employment during academic year and full-time employment during summer months.

APPOINTMENT CRITERIA: Candidate should have teaching or administrative experience and **demonstrated ability in educational research**. Applicant must possess an outstanding academic record and qualify for admission to the doctoral program in the School of Education. Applicant should submit a complete personal vita, statement of research interests and professional goals, transcripts of prior educational experience, two letters of recommendation, and GRE scores or apply for the April 13 GRE deadline by March 7.

CERC Research Fellows are expected to balance academic course work with CERC research responsibilities. Academic year 1991-92 applications must be received by May 15, 1991. For additional information concerning CERC Fellow appointments or graduate admission, please contact:

Dr. Dan Donlan, Associate Dean
School of Education, 1207 Sproul Hall
University of California, Riverside
Riverside, CA 92521
Phone: (714) 787-5228
FAX: (714) 787-3942

The University of California, Riverside is an equal opportunity, affirmative action employer and seeks applications from minority candidates and women, as well as other qualified persons.

Bush K-12 Science-Education Budget Seeks $660 Million Across 10 Agencies

By Robert Rothman

WASHINGTON—The Bush Administration's proposed budget for fiscal 1992 includes $660 million for precollegiate science- and mathematics-education programs, a 28 percent increase over this year's funding level and a near-doubling of 1990 funding, a report by an interagency group states.

The proposed increase is part of an overall $1.94-billion budget for science and math education at all levels, a 13 percent hike, according to the report.

D. Allan Bromley, assistant to the President for science and technology policy, called the report released last week the first-ever "inventory" of the federal investment in science and math education.

Using the report as a baseline, he added, the interagency group will in the coming year present "programs, plans, and priorities for how the nation can best move toward the ambitious goals the President and the governors established for the nation in science education."

In their joint statement last year, President Bush and the nation's governors pledged that U.S. students would be first in the world in science and math achievement by the year 2000.

Secretary of Energy James D. Watkins noted that the federal funds sought for next year, while substantial, represent only a fraction of what is needed to attain the goals. He said the federal programs serve as leverage that will encourage action by state and local governments and businesses.

"We're talking about setting up a mechanism for potential links with the governors and the private sector," Secretary Watkins said. "We're [not] talking about the federal government solving the problems of mankind."

The report, "By the Year 2000: First in the World," is the first issued by the education and human-resources committee of the Federal Coordinating Council for Science, Engineering, and Technology, a group representing 16 Cabinet departments and other agencies.

The panel, chaired by Secretary Watkins, was created by Mr. Bromley last year in part to bring under one umbrella the various federal efforts in science education. In the past, science educators and members of the Congress have criticized the Administration for failing to provide a comprehensive strategy for the field. *(See Education Week, Nov. 15, 1989.)*

Considerable Activity

As its first effort, the panel combed each agency's budget to reveal the extent of its efforts in science and math education.

"The council found more activity than anticipated," said Luther S. Williams, director of the education and human-resources directorate of the National Science Foundation. "A significant fraction was below the budget line-item level."

The report found that, although the N.S.F. and the Education Department provide the bulk—86 percent—of the spending on precollegiate programs, eight other agencies "also have a modest precollege investment that they are proposing to expand in fiscal year 1992."

Under President Bush's budget, total spending on such programs by all 10 agencies would increase by $146 million, to $660 million, next year, the report states. The total represents a 92 percent increase since fiscal 1990, it notes.

Four Priorities

In addition to outlining the federal investment in math and science education, the council also set priorities for such programs. To meet the objectives of improving student performance, strengthening the teacher workforce, ensuring an adequate "pipeline" of science and technology workers, and enhancing public science literacy, the council proposed that agencies focus on four areas in precollegiate education: teacher preparation and enhancement, curriculum development, organization and systemic reform, and student incentives and opportunities.

In the student-incentive area, the report notes, the Administration has called for a new $40-million initiative. Under the plan, the Education Department would award grants to school districts where students have demonstrated high levels of improvement in math and science performance.

The report also notes that the N.S.F. is expected to issue this year the first grants under its statewide systemic-initiatives program. Under that $31-million program, the agency will provide states about $1.7 million each a year for five years to support projects to overhaul their education systems. The Education Department, through the Eisenhower Mathematics and Science Education Program, will also support the initiative, the report notes.

As a next step, the report says, the council this year plans to evaluate the effectiveness of the programs included in the report. It is also expected to examine programs at the two-year-college level, as well as programs to promote public science literacy.

Single copies of the report are available free of charge by writing or calling Peggy Dufour, Committee on Education and Human Resources, Department of Energy, 1000 Independence Ave., S.W., Washington, D.C. 20585; (202) 586-7970.

Secretary-Designate Vows To Scrap Policy Barring Some Race-Exclusive Scholarships

Continued from Page 25

some of the criticism often voiced by opponents of the concept.

Critics "worry that choice is all [proponents] have to offer. That's not the case with me," he said. "I think it's a powerful motivator for change, but it's not in itself an education policy."

"We have to create good schools for [parents] to choose from," he added.

While Mr. Alexander repeated the familiar Republican reminder that the lion's share of education funds are provided by state and local governments, he hinted that he might not be averse to increasing the federal share.

"I agree with you about putting gas in the tank," Mr. Alexander said. "I fought for the biggest tax increase in our state's history [for education programs]. I'm willing to do that again."

Moving Toward the Goals

Mr. Alexander also implied that he might be open to a proposal backed by Mr. Kennedy and Senator Jeff Bingaman, Democrat of New Mexico, to alter the composition of a panel monitoring progress toward the national goals—an idea the Administration vehemently opposed last year.

The Administration and the governors agreed on a panel controlled by them, with lawmakers as nonvoting members. The senators would like a more independent panel with a majority of educators. Mr. Bingaman hinted that he had been encouraged by a pre-confirmation meeting with Mr. Alexander.

"I look forward to talking with you about it," Mr. Alexander said. "One thing I would like to do is to lessen the feeling I sense in members of the Senate that they are not involved enough in the goals process."

Mr. Alexander said his primary job as Secretary would be to "move the nation toward the goals," and discussed briefly how he would proceed.

"The first step would be to establish new world standards," he said, "and help communities adopt those standards."

"You have report cards so parents can know how their child is doing in, for example, the kind of math we need to know today," he said. "Then you get to the specific programs that move a child toward that standard."

Mr. Alexander is a member of a Presidential advisory panel that has recommended that a new national test be created, and he backed the idea last week. However, he said, educators should have more than one test from which to choose, and such a test should not be mandatory.

Mr. Alexander said another priority would be adult literacy and lifelong learning, arguing that many workers need to be retrained to meet the demands of the modern, high-technology job market.

Mr. Alexander said he has "no preconceptions" about what changes he would propose in the Higher Education Act, which must be reauthorized in 1992. "My only predisposition is that we should take this opportunity to take a bold look at what can be done," he said.

One committee member asked Mr. Alexander whether he was worried about his ability to keep all his promises or to live up to the education world's high expectations for him.

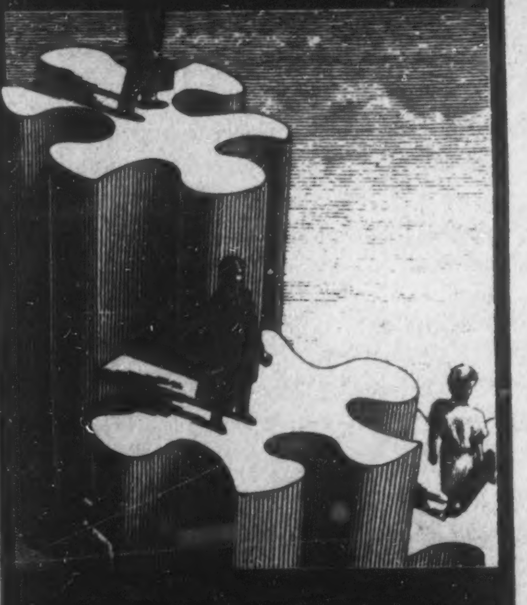
"I don't mind the high expectations," he said, "because I think there are a lot of people around the country ready to go and just waiting for the tracks to go down."

University of Colorado
School Health Programs
announces:

- **Community Health Nurse Specialist for School Age Youth**
  – a graduate program for nurses interested in a career in school health management
- **Primary Care of Infants, Children and Adolescents**
  – a graduate program for nurses seeking an SNP certificate
- **National continuing education courses with various credit options**
  1. School Nurse Achievement Program: The clinical care of students with handicaps
  2. Center City, USA: Strategic Management of the School Health Program
  3. Independent study tailored to individual needs
  4. HealthPACT—A consumer health affairs program
- **National Clearinghouse**
- **Technical assistance in the areas of school health and consumer health education for school administrators and school health personnel**

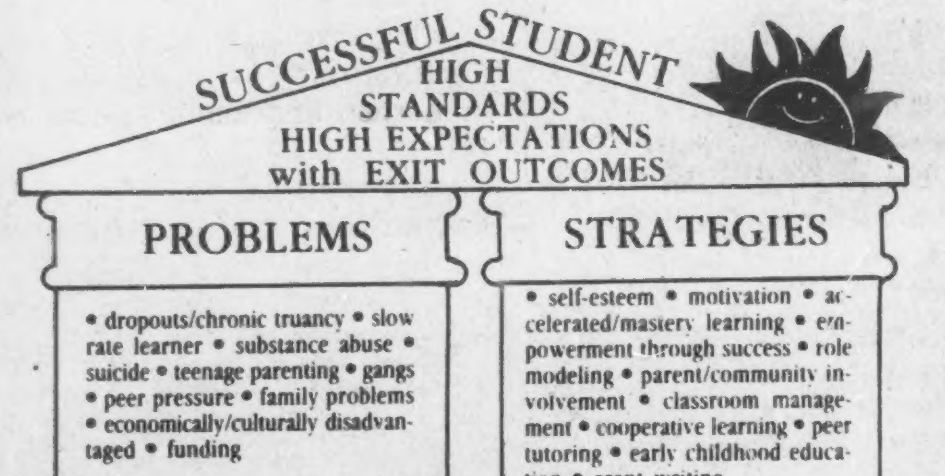
For more information, please contact:
Judith B. Igoe, MS, RN, FAAN
Office of School Health Programs
University of Colorado School of Nursing
4200 East Ninth Avenue
Denver, Colorado 80262
(303) 270-7435 • FAX (303) 270-3198

Discover the Solution...



The Surfside Solution!
Complete Administrative Software Packages
The Surfside Solution
for IBM and Macintosh
only $595 per module
or $2,995 complete
The Surfside Compass
for the Apple II series
only $495 per module
Administrative software for Apple II, IBM/MS-DOS, and Macintosh
Surfside Software INCORPORATED
Box 1112
East Orleans, MA 02643
1-800-942-9008

National School Conference Institute
presents
THE **FOURTH** ANNUAL
NATIONAL AT-RISK
STUDENT CONFERENCE


SUCCESSFUL STUDENT
HIGH STANDARDS
HIGH EXPECTATIONS
with EXIT OUTCOMES
PROBLEMS
• dropouts/chronic truancy • slow rate learner • substance abuse • suicide • teenage parenting • gangs • peer pressure • family problems • economically/culturally disadvantaged • funding
STRATEGIES
• self-esteem • motivation • accelerated/mastery learning • empowerment through success • role modeling • parent/community involvement • classroom management • cooperative learning • peer tutoring • early childhood education • grant writing
VISION
MISSION
GOALS

featuring
Jaime Escalante • Henry Levin • Jerry Conrath
Charles Jackard • Victor Herbert • Carl Boyd
plus beginning and advanced "hands-on training sessions
On-Site School Visits
Special Bonus
Cooperative Learning Training by Edythe Johnson & Others
March 7-10,1991 Phoenix, Arizona
For Conference brochure call or write:
NSCI, P.O. Box 941, Rimrock, AZ 86335(602) 567-5507

R4800-2 A

This Week's Forum: Page 36

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 23 · February 27, 1991

© 1991 Editorial Projects in Education / $2.50

Weicker Calls for An Income Tax, Finance Reforms

Conn. Plan Shifts Aid From Wealthy Districts

By Karen Diegmueller

Facing a severe budget crisis tied to the decline in the New England and national economies, Gov. Lowell P. Weicker Jr. of Connecticut has challenged one of his state's enduring traditions by proposing for the first time to tax personal income.

But even that new and highly controversial source of revenue will not be enough to spare the education budget in a state renowned for school spending.

Moreover, the Governor's 1991-92 budget calls for a cut in state aid to nearly half of Connecticut's school districts. Funding for less-wealthy districts would rise, however.

"I predict the saying 'turf battle' will achieve a whole new definition in Connecticut in 1991," Governor Weicker said in his budget address this month.

Mr. Weicker, a former Republican member of the U.S. Senate who was elected as an independent in November, inherited a deficit that his administration says has climbed to $2.4 billion.

The Governor argues that the state needs to restructure its tax system and spending plans in order to cope with the

Continued on Page 27

Specter of Gulf's 'War Orphans' Causes Concern Among Educators

By Ellen Flax

WASHINGTON—With the United States and its allies poised last week for a possible ground offensive in the Persian Gulf war, educators, politicians, and others were debating ways to reduce a potential category of homefront casualties: war orphans.

The demographic makeup of today's armed forces raises the possibility that a large number of children of American servicemen and women could be left parentless by the war against Iraq, some observers warn. In the current all-volunteer force, soldiers are more likely to be older and have children than their counterparts in the Vietnam era. And women, many of them single mothers or married to other soldiers, constitute 11 percent of the active force.

WAR IN THE GULF

About 16,300 single parents and 1,200 military couples with children are among the 535,000 U.S. forces deployed to the Gulf, according to the Pentagon. Over all, nearly 66,000 single parents and more than 70,000 married couples—almost 47,000 of whom have children—now serve in the armed forces.

Widespread reports about single parents and married couples going off to war and leaving their children—sometimes newborns—behind has raised new questions about the role of parents and, more pointedly, women in the military services.

Last week, the Senate rejected a proposal that called for allowing single parents, or one parent from a military couple, to be reassigned upon request from combat

Continued on Page 16

AP/Newsfinder

Linda Osgood, an Army Reserve medic, says goodbye to her son, Kaleb, after being called to duty in the Persian Gulf.

Court To Decide 'Unitary' Status Of District in Ga.

But Justices Decline To Accept Denver Case

By Liz Schevtchuk Armstrong

WASHINGTON—Seizing a new opportunity to define the point at which a formerly segregated school system becomes "unitary" and may be freed from federal court supervision, the U.S. Supreme Court last week agreed to consider ending court-ordered desegregation in the DeKalb County, Ga., schools.

In agreeing to hear arguments in *Freeman* v. *Pitts* (Case No. 89-1290), the Court also signaled that it would consider what role housing patterns should play in determining whether a district has met its constitutional duty to desegregate.

The Court accepted the case, a 22-year-old dispute over court efforts to integrate the suburban Atlanta school district, without comment.

Also last week, the Court declined to review another desegregation case, *School District No. 1* v. *Keyes* (No. 89-1698), in which Denver school officials are contesting a federal district judge's decision not to declare the district unitary.

A third desegregation case seeking to specify the conditions under which a district can be declared unitary, *Board of Edu-*

Continued on Page 29

After Slow Start, Asian-Americans Beginning To Exert Power on Education-Policy Issues

By Peter Schmidt

MCLEAN, VA.—The struggles of Nguyen Ngoc Lieu, a refugee from Vietnam, illustrate both the strides Asian-Americans have made in influencing public-school policy and the long road they still have ahead of them.

After fleeing from Saigon to Northern Virginia in 1975, Mr. Lieu decided that "the future of the Vietnamese-American community is right on the steps of the school."

Acting on those beliefs, Mr. Lieu worked for several years as a resource assistant in the Arlington public schools and helped organize the Vietnamese Parents Association of the Washington Metropolitan Area.

After more than a decade of reaching out to parents, however, Mr. Lieu still finds that he and the children too often are standing on the steps of the school alone.

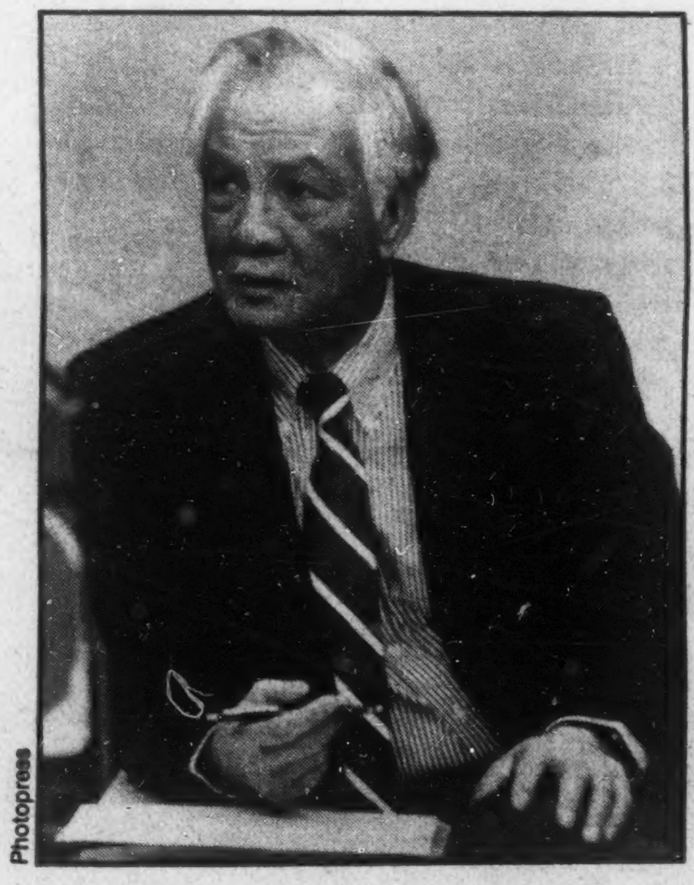
The growth of the parents' association has been slow, and the degree to which the region's estimated 20,000 Vietnamese parents attend meetings of the parent-teacher association and school board "is shameful for us," said Mr. Lieu, who now heads the V.P.A.

Activists from other local, state, and national groups concerned with the education of America's highly diverse population of Asians and Pacific Islanders express similar frustrations.

Virtually all agree that the parents they represent are highly motivated to promote education in the home, but that they are reluctant to try to advance their children's interests to school officials.

The irony, several activists said, is that

Continued on Page 18


Photopress

Nguyen Ngoc Lieu heads a group of Vietnamese parents active in the schools.

State Seeks To Put Kansas City Schools Under Receivership

By Ann Bradley

The State of Missouri has asked the federal judge overseeing the Kansas City school-desegregation case to appoint a receiver to run the entire school district, charging that the school board and administration are incapable of operating the system efficiently.

Under the state's plan, the school board and superintendent would be stripped of their authority while the receiver restructures the district. In addition to examining the district's organization and finances, the state envisions the receiver presiding over a "downsizing" of the desegregation plan—one of the most ambitious and expensive in the nation.

The state's Feb. 14 request came in response to a motion filed by the district in January seeking permission to change its budgeting procedures to avert an anticipated deficit of $9.2 million next year.

The district argues that without the change it will be forced to lay off 190 employees by April 15 and to eliminate vital programs.

Rather than make such cuts, the district

Continued on Page 15

Also in the news

5 **Hard Times in New England**
A record number of schools may lose accreditation, a reflection of the effect of the recession.

21 **Talking Taxes in Texas**
Lawmakers are weighing a bill calling for regional taxing districts and redistribution of some local school revenue.

28 **Old Game, New Rules**
This year's wrangle over the federal budget will be like no other in recent memory, education advocates say.

IN SUMMARY

College-Bound
A new study of people who take the General Educational Development tests indicates that, contrary to popular belief, a large percentage go on to a two- or four-year postsecondary school. **Page 4.**

Lacking Clout
Efforts to improve schooling for Native Americans are often thwarted by their lack of political or bureaucratic influence in schools, a survey of tribal leaders suggests. **Page 11.**

In Search of Entrepreneurs
The nation's third-largest for-profit provider of supplementary education has announced plans to franchise its private learning centers, and is seeking educators for the venture. **Page 14.**

Students on War
A majority of the nation's elementary- and secondary-school students support the war in the Persian Gulf, a new poll reports, but with age, gender, racial, and regional differences. **Page 16.**

Headed for the Dump?
Ohio legislators have called for dumping the state's unique four-tiered-diploma system after a poor showing by 9th graders on tests that determine which diploma they will receive. **Page 22.**

Colleges **8**
Commentary **30**
Deadlines **37**
Events **37**
Focus On: Students **6**
Legislative Update **25**
Letters **34**
Marketplace **38**
Philanthropy **9**
Publishing **32**
Special Education **10**
State Journal **21**
Technology **12**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the Association for Supervision and Curriculum Development.
Begins opposite page 22.

FORUM
Guidelines for HIV and AIDS Student Support Services.
Excerpts on Page 36.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 23.

ACROSS THE NATION

STATES

Massachusetts Pressuring Districts To Drop Offensive Indian Mascots

The Massachussetts Commission Against Discrimination is working with the state education department to develop guidelines for schools that wish to adopt Indian mascots that do not offend the state's Native American community.

The commission began an "informal investigation" into the issue of Indian emblems after Chief John Peters, who heads the state's Indian Affairs Office, was unsuccessful in getting districts in the towns of Quincy and Athol to drop images of "warlike" Indians, said Kathleen Allen, an M.C.A.D. commissioner.

Ms. Allen said that it is hoped that the state agencies will be able to persuade schools to modify or to rid themselves of symbols that portray Indians with "caricatured features."

But, she added, the commission has the power to withhold affirmative-action funds from townships that violate state human-relations laws and may consider doing so if the two districts cited by Chief Peters refuse to modify their mascots.

A series of discussions over the last year between Chief Peters and officials of the two districts have been unsuccessful in bringing about any change in the mascots, she said.

"The critical problem is that the [offensive nature of] those symbols has been ignored," she said.

■ **The Detroit chapter of the National Association for the Advancement of Colored People last week called on the State of Michigan to extend the school year and implement other sweeping education reforms.**

A position paper on education reform released by the Detroit N.A.A.C.P. called for extending the school year from 180 to 220 days; setting statewide teacher-pay rates with merit-pay provisions based on student achievement; and levying school taxes statewide, with 3- to 5-mill limits on how much school districts could levy for their own programs.

The position paper also called for the number of Michigan school districts to be reduced from more than 500 to 125 in order to reduce district administrative overhead and eliminate the duplication of services.

■ **Public elementary and high-school students in Louisiana cannot be required to take a foreign-language course if their parents object,** the state attorney general has ruled.

In 1983 the state board of education adopted a rule requiring 4th, 5th, and 6th graders to study a foreign language for 30 minutes a day. Seventh- and 8th-grade students are required to study for 150 minutes a week during the language-arts period.

The law allows districts to choose which language to offer, and school officials in St. Tammany Parish in Covington chose French.

Last November, however, the St. Tammany school board voted to defy the state directive.

Terry Bankston, superintendent of the district, asked the attorney general's office for an opinion, saying that some parents had objected to the requirement, preferring that language-arts classes focus on the study of English.

Assistant Attorney General James Ross held that state law allows parents to make a written request for an exemption to the school's principal or to the superintendent of the parish or city school system.

■ **Tuskegee University in Alabama is planning an adult-education center to serve disadvantaged and poor rural residents of the Southeast.**

Using satellite communications and other technology, the center will transmit via television university programs to 10 rural Alabama counties. The center, which its organizers hope will become a model for such programs in the South, also is expected to bring educational opportunities to other states in the region.

Programs will be broadcast to schools, churches, and community centers in rural areas, and the center will offer on-campus literacy courses and schooling for adults with little education.

The center also will present courses for educators, training in community leadership, and training in family financial management, nutrition, health, and hygiene.

The center, scheduled to begin operations in several years, will be funded by a $10.5-million grant from the W.K. Kellogg Foundation. An additional $4 million will come from the U.S. Department of the Interior, and the U.S. Department of Agriculture is providing $1.7 million.

Called the Kellogg Center for Continuing Education, the Tuskegee effort is the 10th adult-education center established by the foundation in the United States and England. It will be the first at a historically black university.

DISTRICTS

Philadelphia Archdiocese Sets Largest Tuition Increase Ever

The Roman Catholic Archdiocese of Philadelphia has raised its high-school tuition for the 1991-92 school year to $1,975, a $275 increase that is the largest dollar increase since the schools began charging tuition in 1967.

Despite the 16.2 percent increase, the archdiocesan system of 25 high schools is projecting a deficit of more than $4 million for the next school year.

Officials said the deficit is the result of a declining high-school age population and a slight decline in the number of graduating 8th graders who chose to attend the schools this year. The high schools will borrow funds from the archdiocese to cover the deficit.

The tuition increase, announced in a Feb. 6 letter to parents, follows a $250, or 17.2 percent, increase this year to $1,700. *(See Education Week, Feb. 28, 1990.)*

The $275 increase is for Catholic students whose parishes contribute toward their secondary education. Non-Catholics will be charged an additional $500, an increase from the current $420 fee.

The archdiocesan high-school system enrolls more than 27,500 students. Officials said they are seeking to increase the amount of money available for financial aid, which currently totals about $2 million.

■ **The U.S. Court of Appeals for the Sixth Circuit has rejected a lawsuit by a**

Ecology, Ninja Style

Beginning this spring, elementary-school students in Maine will get a lesson about freshwater ecology from four pizza-chomping, karate-chopping, totally rad instructors—the Teenage Mutant Ninja Turtles.

And although supporters of the program say it will only draw on children's considerable interest in the Ninja Turtles to teach them something valuable about real turtles, parents and educators critical of the venture have questioned the appropriateness of the program's use of superheroes who employ violence to solve their problems.

The program was created by Alan Lishness, director of the Gulf of Maine Aquarium Project, with the blessing of—and a $45,000 donation from—Kevin Eastman, co-creator of the Ninja Turtles and a native of Maine.

The project will consist of a traveling show for 2nd- through 4th-graders to teach them about the seven species of turtles indigenous to Maine and the freshwater habitat necessary to sustain the creatures.

Mr. Lishness understands the reasons for what he calls "the polarity of parents" on the issue, but also explains why he thinks the board of the Portland aquarium reached a consensus to support the program.

"The reaction [to the Ninja Turtles] ranges from 'I hate them for using violence to solve problems' to 'They have empowered my child,' " Mr. Lishness says.

"[But] we're not going to let the turtles use weapons," he adds. "We took the weapons away and replaced them with the tools of scientific inquiry—dip nets, microscopes, and magnifying glasses."

Peter Steiner

Mr. Lishness also notes that the teenage terrapins will eschew their usual turtle-speak and that the materials used in the program will be gramatically correct, down to the motto written on the van that will carry the program from school to school: "If you want to save the Earth, you have to learn about turtles."

The program will be tested at Sacarappa Elementary School in Westbrook in late March and early April and then taken statewide.

The school response has been "unbelievable," Mr. Lishness says, adding that the response indicates to him that "clearly educators have either ignored or resolved [the debate]." —W.M.

Minnesota Open-Enrollment Program Has Had Mixed Impact, Survey Says

Minnesota's statewide open-enrollment program, one of the first in the nation to allow parents to enroll their children in public schools of their own choosing, is having a mixed impact on school districts, according to a new report.

The report, by the research department of the Minnesota House of Representatives, is based on a survey of superintendents in 316 of the state's 433 school districts. The survey was conducted during the 1989-90 school year when the open-enrollment program was still in the early stages of development. The program was not fully implemented until this year.

Even so, more than one-half of the superintendents surveyed said their districts already had been affected in some way by the program. But, for most of that group, the impact was mixed.

Twenty-eight percent of the superintendents in the Twin Cities metropolitan area and 16 percent of the superintendents in the rest of the state said open enrollment had both helped and hurt their districts.

Another 19 percent of the metropolitan-area superintendents and 23 percent of superintendents in greater Minnesota said their districts had accrued only benefits from the program. A smaller proportion—9 percent in the Twin Cities area and 16 percent in greater Minnesota—said the impact had only been harmful.

"I don't think it shows that an awful lot of school districts are being harmed by open enrollment," said State Representative Bob McEachern, who requested the study. "This bore out what I've been saying all along: open enrollment is just another option for parents and nothing more."

The superintendents said the greatest benefit of open enrollment was the increase in state aid that resulted when students transferred into their districts. They also said open enrollment had helped them improve and expand the curriculum, replace some disgruntled students with highly motivated ones, and inspire a greater willingness on the part of school boards to spend money on improved programs.

The survey also indicated, however, that class sizes had increased both in districts losing students and in those gaining pupils. Some of the districts with large numbers of students leaving had been forced to make staff cuts that resulted in larger class sizes.

Some of the negative effects of the program cited by the superintendents included: a loss of revenue, the departure of good students and student athletes, a lack of stability for planning, and reduced programs for remaining students. —D.V.

Overall Effect of Open Enrollment

On Districts

	Metropolitan area	Greater Minnesota
Benefitted	19%	23%
Hurt	9%	16%
Both	28%	16%
Not Affected	45%	45%

On Students Remaining in Districts

	Metropolitan area	Greater Minnesota
Benefitted	9%	9%
Hurt	9%	9%
Both	4%	4%
Not Affected	78%	78%

Source: Minnesota House of Representatives

Sometimes The Biggest Reasons For Recognizing Achievement Are The Little Ones.

There are a lot of big reasons to build or enhance a recognition program in your school. But the little ones are the best reasons of all. Let's face it. Strong feelings of self-esteem can fuel a child's ability to learn. Whether a child maintains an "A" average, or simply tries harder, recognizing individual achievement is essential in building self-esteem.

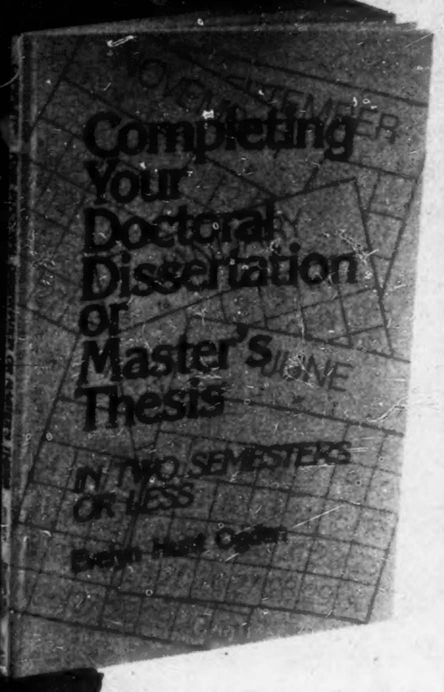
At Jones School Supply, we've been helping schools reward achievement for over 65 years. We believe it's important. So much so that we'd like to help you develop a new or expanded recognition program in your school.

Simply call us at 1-800-845-1807 and we'll send you a free brochure with tips and advice on how you can get started, plus a free catalog filled with ideas to help you carry it out.

JONES SCHOOL SUPPLY
ACADEMIC AWARDS

PO Box 21684, Columbia, SC 29221 • Call Toll Free (800) 845-1807

Tear Into Your Dissertation



A Pragmatic Guide to Completing Your Dissertation:

- In Two Semesters
- While Working
- In Twenty Writing Days
- With Limited Pain

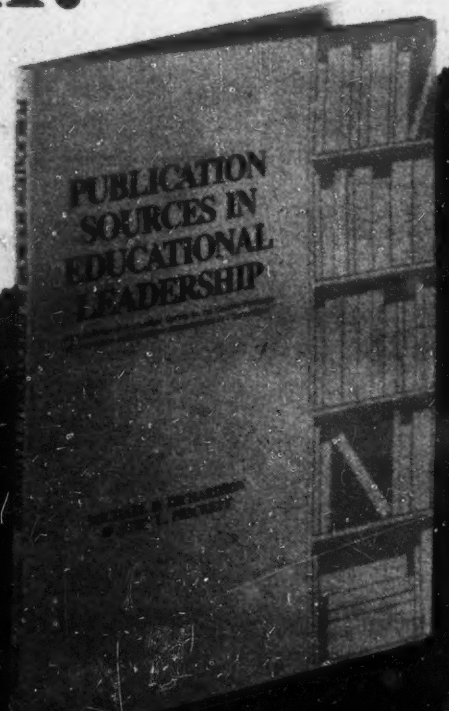
ISBN: 0-87762-784-3
1991, 160 pages
6 x 9, softcover
$22.00

Order now to receive your copy.

Toll-Free 800 Number for Fast Delivery on Credit Card Orders
To order with Visa, Mastercard or American Express from anywhere in the U.S. & territories, phone
1-800-233-9936
From 8:30 A.M. to 5:00 P.M. Eastern Time

TECHNOMIC Publishing Company, Inc.
851 New Holland Ave., Box 3535
Lancaster, PA 17604, U.S.A.
Phone: (717) 291-5609
Fax: (717) 295-4538

Publish or Perish?



Face the Challenge Prepared

- Unique Directory of Publication Opportunities
- Contact Information and Mission Statements for Over 300 International Journals
- Subject by Subject Listing of Journals in the Comprehensive Index
- Plus, Essential Tips on Writing and Publishing

ISBN: 0-87762-789-4
1991; approx. 110 pages
8½ x 11, softcover
$29.00

Order now to receive your copy.
1-800-233-9936

FEB

27

1991

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 25 · March 13, 1991

© 1991 Editorial Projects in Education / $2.50

Recruitment Ads Said To Uncover Teacher Source

Survey Reveals Interest Among Minorities High

By Ann Bradley

One-quarter of the callers who have responded to Recruiting New Teachers' public-service advertising campaign are members of minority groups, according to a study released last week, representing what the organization calls a "massive outpouring" of interest in teaching that school-district recruiters have not tapped.

The survey, conducted by Louis Harris and Associates, found a high level of dissatisfaction with the current teacher-recruitment system among all respondents. Nearly half said they believed that school districts simply try to fill job openings, rather than strive to find the best-qualified candidates.

In addition, members of minority groups perceived the recruitment system to be racially biased, Mr. Harris said. Only 46 percent said they felt that competent minority teachers would be "very much welcomed" by recruiters; 33 percent thought principals would very much welcome them, and 32 percent thought white teachers would very much welcome them into the schools.

The results of the survey indicate, Mr. Harris said, that "without innovation and a new attitude toward recruiting, school systems will not be able to tap all of the talent that this study suggests is ready to flood classrooms all over the country."

The survey also found that 40 percent of those who had responded to the campaign had either started teaching or were in the process of becoming teachers.

Recruiting New Teachers has logged more than 390,000 calls since it began its television advertising campaign in 1988—one of the largest responses ever recorded for an Advertising Council campaign, according to David Rockefeller Jr., chairman of the group's board of directors.

The Belmont, Mass.-based nonprofit organization also has received more than $75

Continued on Page 25

Black Private Academies Are Held Up as Filling Void

Ron Hoskins

Jamilla Jihad, a part-time volunteer at the Atlanta Progress Academy, works with students at the small private school.

Seen as 'Response to Desperate Situation'

By Mark Walsh

ATLANTA—Every weekday, Janet Saboor drives 20 miles each way, past public elementary schools and other private schools, to bring her son to the Atlanta Progress Academy.

"We took him out when we moved farther away, but we decided to bring him back here," she said last month of Kariem, a 6th grader at the small private school, located in a lower-middle-class black neighborhood on this city's southwest side.

"The number of students in a classroom was just overwhelming in public school," she added. "And it is very important for our children that their culture be stressed."

At the academy, the African heritage of the 55 students in prekindergarten through 6th grade is, indeed, the emphasis.

"When they come in here, they know more about Teenage Mutant Ninja Turtles than they do about African history," Michael Hagood, the school's associate director, observed.

"We don't separate history from the other subjects," he said in explaining the school's approach to educating black youngsters.

Continued on Page 28

Business's Words, Actions To Improve Education at Odds, Economist Argues

By Jonathan Weisman

American business's much-trumpeted support for education has created a smoke screen that obscures a more profound—and potentially devastating—corporate withdrawal from the public sector, a new book to be released next week argues.

At the same time business has become an influential advocate for school reform, Robert B. Reich, a prominent political economist at Harvard University's John F. Kennedy School of Government, argues in *The Work of Nations*, it has quietly worked to procure subsidies and tax breaks from state and local governments.

Moreover, he says, American corporations have increasingly looked to foreign countries to fill their workforce needs, and the growth in business donations to precollegiate education has dramatically declined during the past decade.

"It's a great irony that business is saying it is supporting education in the front door, but [is] taking away money through the back door," Mr. Reich said in an interview last week.

In *The Work of Nations*, Mr. Reich contends that the free flow of world capital has created an international economy in which borderless corporations rove the globe for the employees they desire.

Because the best-educated Americans do not need to rely on their fellow citizens and have no allegiance to a national economy, he argues, they have withdrawn from the larger society.

That contention, several observers note, undermines the foundation on which corporate philanthropy in education rests: that American business needs a well-educated workforce to remain competitive.

Mr. Reich's book says growth in corporate donations to education has been meager and only enough to keep up the facade of "enlightened self-interest."

Support jumped by 5.1 percent in 1987

Continued on Page 26

Investigation Into Investments Delays Vote on Alexander

By Julie A. Miller

WASHINGTON—An investigation of Lamar Alexander's financial background has held up his nomination to be Secretary of Education for nearly a month, although Congressional aides from both parties said last week that they knew of no solid evidence of any wrongdoing.

Some Senate aides said late last week that they thought the investigation was nearly completed, and that the Labor and Human Resources Committee could vote on the nomination this week. Bush Administration sources said that was also what they had been told.

As of late last week, however, no action had been scheduled.

Mr. Alexander said in an interview that he was not concerned about the probe, which he termed "entirely appropriate and reasonable."

He confirmed that he had been questioned about his financial dealings.

Several committee aides acknowledged that they did not know what the investiga-

Continued on Page 37

Condom Plan for N.Y.C.'s Schools Prompts Debate Among Educators, Health Experts

By Ellen Flax

Two weeks after the New York City Board of Education adopted a controversial plan to distribute condoms in all of the district's high schools, local and national debate about the plan's merits, and its possible influence on other districts, continues unabated.

Under the policy approved by a closely divided board late last month, the district will become the first in the country to distribute condoms to students on an unrestricted basis, without parental consent.

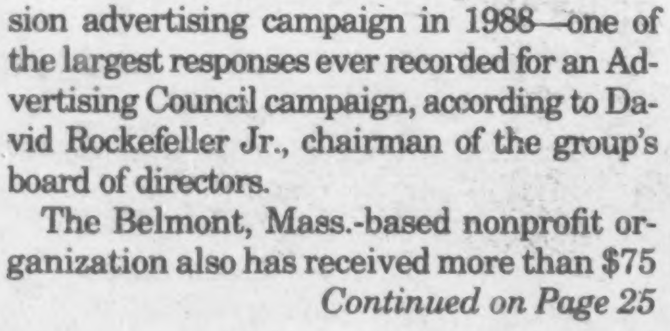
In the aftermath of the decision, educators and health experts said last week that condom distribution alone will not significantly curtail the spread of sexually transmitted diseases, including AIDS, or curb the teenage-pregnancy rate.

Most of them stressed that any condom-distribution program must be part of a broader AIDS-prevention or sex-education curriculum. In New York City, students will have to complete an AIDS curriculum, which is still being developed, before obtaining the free condoms.

Condom distribution "should be done in the context of a comprehensive AIDS-education program," said Cherrie B. Boyer, an assistant adjunct professor of pediatrics at the

Continued on Page 30

Teaching our Teachers



Ron Wurzer

Part 3 of a special series on teacher education begins on page 17.

Also in the news

5 **A Vision for Math**
Three leading national groups are releasing blueprints on how to improve teacher preparation in math.

34 **A New Consortium**
The Education Department is forming a consortium of states interested in new forms of student assessment.

IN SUMMARY

Disappearing Arts
Music and arts education is vanishing from the nation's public-school curriculum, a national commission on the topic warns in a new report.
Page 4.

'Hands-On' Science
Grade-schoolers and scientists last week together unveiled a new elementary-level science curriculum developed by the National Science Resources Center.
Page 5.

Living and Learning
Aspiring teachers at Clark Atlanta University will soon be moving into neighborhood public-housing projects to learn about their future students firsthand.
Page 10.

Sky High
Proposals to use orbiting satellites to assist distance-learning efforts deserve study, though questions of cost and governance remain, a new study concludes.
Page 13.

Support for Public Schools
Nearly half of upper-income parents say they would send their children to public schools instead of independent or parochial schools, even if cost were not a factor, a new survey has found. **Page 15.**

Evergreen Education
The Washington House has overwhelmingly approved a modified version of Gov. Booth Gardner's plan for an overhaul of education in the Evergreen State.
Page 31.

Counting Their Chickens?
Democrats on a key House committee last week worried aloud that the Administration's education budget request hinges on as-yet unapproved programs.
Page 34.

Capital Update **36**
Commentary **38**
Deadlines **44**
Early Years **16**
Events **44**
Federal File **34**
Focus On: Research **6**
Health **11**
In the Press **39**
Legislative Update **33**
Letters **40**
Marketplace **46**
Media **12**
State Journal **31**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 25.

ACROSS THE NATION

NATIONAL

Participation in A.P. Examinations Increasing for Minorities, Girls

The percentage of minority and female students taking Advanced Placement Examinations has increased greatly over the past five years, according to a new report from the College Board.

The board, which administers the national testing program, reports that minority participation in the A.P. program has increased 159 percent since 1985.

Of those students who indicated their race, 24 percent of the 305,769 A.P. candidates in 1990 were minorities, an increase of 8 percent since 1985, the report said. Hispanics tripled their participation rate over the past five years, with 19,830 taking an A.P. test in 1990.

Nationwide, the number of Advanced Placement science and mathematics exams taken by girls is up 73 percent since 1985, the board reported. A gender gap in these fields still exists, however; 99,000 boys, but only 61,406 girls, took the math and science tests in 1990.

The Advanced Placement program consists of a curriculum of 29 course descriptions and examinations that are similar to introductory college courses; many colleges offer credit for qualifying A.P. grades. The College Board provides curricular outlines, teacher workshops, and syllabuses to schools.

DISTRICTS

More than 14,000 Employees In D.C. Schools Face Furlough

The Washington public-school district has notified more than 14,000 teachers and staff members that they will be furloughed for four days this spring as part of the district's effort to trim its $26-million budget deficit.

William H. Brown, interim superintendent of schools, announced the furloughs after Mayor Sharon Pratt Dixon ordered most city agencies to draw up plans to help offset the city's $316-million deficit. The furloughs are expected to save the school system about $6 million.

Employees at all levels of the system will be furloughed April 4, which is during spring break; May 27, the Memorial Day holiday; June 14, the only school day listed; and June 19, which is after the school year ends.

William Simons, president of the Washington Teachers Union, said all unions representing city employees will coordinate efforts to fight the furloughs, particularly since two of the days are holidays.

"The unions agree that if the furlough has to come it should be on days when school is in normal operation," he said. "If school is already closed, there really isn't a furlough."

■ **The board of the San Francisco Unified School District has voted to send 1,350 preliminary layoff notices to teachers and administrators,** the first step in reducing the district's budget by $25 million.

Under the plan, developed in response to Gov. Pete Wilson's proposed budget, the district would actually lay off only about 584 certified teachers and 46.5 administrators. Bilingual, special-education, mathematics, and science teachers are exempt from the layoffs, but still must be notified under the law.

The Governor's proposed budget suspends Proposition 98, which guarantees that 40 percent of the state budget will go to schools.

The plan also calls for closing two high schools, moving nearly 1,700 children to other sites, reducing the number of instructional periods from 6 to 5 through the 10th grade, canceling electives and sports, and cutting back many other programs.

These "unconscionable cuts will destroy the school system as we know it," said JoAnne Miller, the board's president.

Joan Marie Shelley, president of the teachers' union, said her group will work together with parent and community groups to fight the proposal at the state and national levels as well as locally.

"It's not just teachers trying to hang on to their jobs and salaries," Ms. Shelley said. "It's a broad-based educational concern."

■ **Business, education, labor, and community leaders in Los Angeles have launched a nonprofit alliance to work with the Los Angeles Unified School District to restructure and improve the quality of education in its schools.**

The group, called the Los Angeles Educational Alliance for Restructuring Now, or LEARN, will be headed by Mike Roos, a 13-year veteran of the state Assembly and its Speaker Pro Tem, who resigned to head the new group.

"LEARN will develop and implement an action plan to set in motion and sustain restructuring plans already developed by educational groups," Robert E. Wycoff, president and chief executive officer of ARCO and a member of the group's working board, said.

STATES

Va. Supreme Court Rules State Need Not Refund Retirees' Taxes

The Virginia Supreme Court ruled this month that the state does not owe tax refunds that could total up to $400 million to retired federal workers.

Despite a 1989 U.S. Supreme Court decision requiring states to tax federal and state workers' pensions equally, the Virginia high court said the state did not owe anything to the federal workers who, unlike state employees, had been paying income tax on their pensions since 1942.

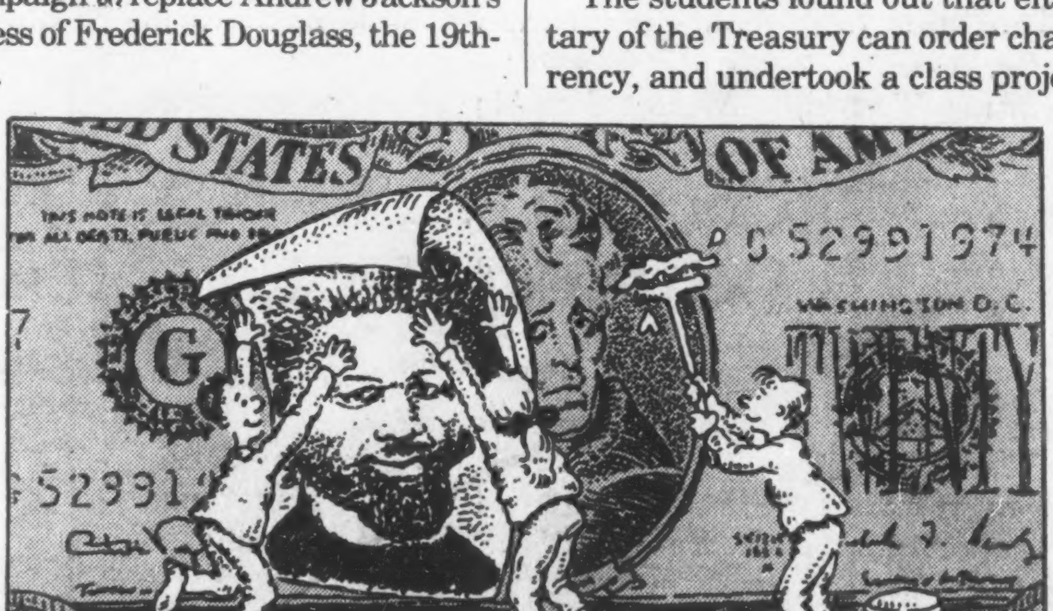
The state court ruled unanimously that, because federal workers had paid the tax "without protest" until the high court's ruling, the state did not owe refunds to 200,000 retired federal employees.

The retirees' lawyer said he will appeal the case to the U.S. Supreme Court, where several similar state court decisions also await review.

A Currency Campaign

An 8th-grade class in Plantation, Fla., would like to change the face of one of our most familiar forms of currency—literally.

The 10 students in Dennis Yuzenas' "Dig In" class at Seminole Middle School have begun a campaign to replace Andrew Jackson's face on the $20 bill with a likeness of Frederick Douglass, the 19th-century abolitionist and author.



Loel Barr

Last fall, American-history lessons and Ken Burns's public-television series "The Civil War" led these unmotivated, disinterested, gifted students—most of whom are from homes with divorced parents—to relate to Douglass as a model of someone who "didn't let things beat him down," Mr. Yuzenas says.

At about the same time, the students learned that Andrew Jackson, who was the first territorial governor of Florida and the President of the United States from 1829 to 1837, was also a slave-trader, a cock-fighter, and a major influence in forcing the Seminole Indians out of Florida. He also killed a man during a duel.

One day, a student questioned why the former President should be honored on the $20 bill when, as Mr. Yuzenas puts it, "Andrew Jackson, without mincing words, was a racist."

"That's like going to someone who does drugs and saying, 'Here's a medal,' " says Billy Fischer, a student in the class.

The students found out that either the Congress or the Secretary of the Treasury can order changes in the appearance of currency, and undertook a class project to gain support for such an effort. They wrote more than 50 letters to major corporations as well as to Secretary of the Treasury Nicholas F. Brady and Florida senators and representatives to the Congress.

As of last week, no one had responded.

"It makes you think no one cares," Billy says. "People are saying they're not racist, then they go home and do what they want. That's their right to be like that, but it's discouraging."

Mr. Yuzenas says his class wants to be more militant, but he has used the campaign to discuss with students the efforts of reform movements throughout history and to demonstrate that "change is slow." According to the students, they are not going to give up on the campaign. "It isn't just a school project . . . it's more than that," Billy says.

—W.M.

Recruitment Ads Said To Uncover Teacher Source

Continued from Page 1

million in donated advertising.

When the campaign began, Mr. Rockefeller noted, board members believed that the nation was suffering from a lack of talented people who were "willing and able" to go into teaching.

That theory has been disproved, he said, by the large number of qualified people who have responded to the campaign.

However, he added, these people have encountered "significant barriers" to entering the profession.

'Achilles' Heel of Reform'

"Our conclusion is that the school-reform movement has an Achilles' heel," Mr. Rockefeller said. "Put bluntly, at a time when the process of teacher recruitment should be of serious national concern, it has become an inefficient, bewildering, and bureaucratic maze."

Callers who dial 1-800-45-TEACH are sent brochures about teaching that include optional response cards. Of the nearly 400,000 callers, 112,000 returned cards, the survey showed.

The organization shares the names of prospective teachers who mail in cards with a national network of more than 700 colleges and universities, school districts, state education departments, and educational associations. These groups then contact individuals about teaching opportunities.

For the survey, 2,750 people who responded to the campaign in the spring and late summer of 1990 were interviewed. At that time, the organization had collected 77,000 names of potential teachers; since then, another 33,000 have been added to the data base.

At the time of the survey, 88 percent of all respondents indicated that they were still interested in teaching. Among members of minority groups, 91 percent said they still wanted to teach—a number representing 17,626 potential teachers, Mr. Harris said.

He called the fact that 25 percent of the callers were minorities "astonishing," since minority groups make up 20 percent of the total population and 10 percent of the current teaching force.

Of the respondents who were members of minority groups, 16 percent were African-American, 6 percent Hispanic, 2 percent Asian-American, and 1 percent Native American.

Nontraditional Attitudes

Although Recruiting New Teachers initially assumed that most callers would be young people, the survey found that three-quarters of the respondents were age 23 or older.

The callers' gender also closely mirrors the split among the general adult public, Mr. Harris said: 54 percent were women, and 46 percent were men. The numbers were "dramatically different" from the makeup of the current teaching force, he noted, which is 69 percent female and 31 percent male.

The callers also were better educated than the general public. More than 60 percent had completed four years of college; three-quarters of those who had not had completed at least some college. Of callers who were 22 or older, 75 percent were college graduates.

Twenty-two percent had done postgraduate work, 10 percent had a master's degree, and 1 percent had a doctorate, the study found.

Minority respondents were more likely to have attended two-year, rather than four-year, colleges, according to the survey, but a higher percentage of black respondents held doctorates, and more minority students of college age said they were interested in majoring in education.

In addition, 27 percent of the respondents already were certified to teach, and one in three of those certified was employed as a teacher.

Mr. Harris said he believes the teachers who responded to the advertisements were looking for more challenging assignments and could be in danger of leaving the profession.

Nearly 75 percent of all respondents had not taught before—representing the campaign's target audience. More than one-quarter of that group had some experience in schools as volunteers or substitute teachers.

The reasons that survey respondents gave for their interest in teaching reflected that they "are not looking for a sinecure, but instead for a challenge," Mr. Harris said.

The respondents said they were opposed to traditional seniority systems and their automatic job security, the survey found. Instead, the respondents said they were willing to be held accountable for their performance by working under multi-year contracts.

But their attitudes most strongly diverged from those of the current teaching force when they were asked where they would be willing to teach. Eighty-four percent said they would be willing to work in a multicultural setting, the survey found, and 77 percent said they would be glad to work with disadvantaged students.

30,000 New Teachers

Of the respondents who were surveyed, 40 percent have made "significant progress" toward becoming teachers, Mr. Harris reported.

Ten percent have become employed as teachers; 7 percent have completed teacher training and are waiting to be hired; 15 percent have enrolled in teacher-training programs; and 8 percent have applied for admission to such programs.

The rate of progress means that Recruiting New Teachers has helped to bring 30,000 new teachers into the system—a figure that Mr. Harris said compares favorably with the 125,000 teachers who graduate each year from preparation programs.

While acknowledging that some of those individuals likely would have become teachers without the organization's help, Mr. Harris said more than 80 percent of the respondents credited the advertisements with "pushing them to take some positive steps toward entering the classroom."

Recruiting organizations contacted 4,230 of the potential minority teachers. The number of minority candidates assisted by the network compares "extremely favorably" with the 9,242 members of minority groups who received bachelor's degrees in education in 1985, the study noted.

Recruiting New Teachers has "had to scramble" to meet the needs of its respondents, Mr. Harris said. At the time the survey was conducted, it had about 200 "recruiting partners" that got in touch with one in five respondents.

By the end of this year, the organization hopes to have expanded its network to 1,600. Even with more partners, the organization has to help recruiters get accustomed to pursuing people who do not come through the normal channels and to using the available data base creatively, Mr. Harris said.

In addition to releasing the survey results, the directors of Recruiting New Teachers also have endorsed the several strategies for changing the current recruitment system:

- Passing legislation pending in the Congress that focuses on teacher recruitment, training, induction, and professional development.
- Creating local and state initiatives to merge state, district, and university efforts to recruit and retain teachers.
- Creating a national clearinghouse of information about pathways into teaching and job openings.
- Smoothing barriers to teacher mobility by creating certification-reciprocity agreements among various states.
- Addressing the lack of pension portability, which prevents many teachers from moving to new states.
- Encouraging the private sector to help school districts revamp their personnel practices.
- Promoting financial-aid programs to help low-income students, members of minority groups, and nontraditional students become teachers.

Respondents' Motivations And Attitudes

Believe the nation's future depends on education:	83%
Want to teach in a disadvantaged setting:	77%
Want to teach in a multicultural urban setting:	84%
Want to work with the young:	86%
Want to do good for others:	89%
Would exchange tenure for multi-year contracts:	60%
Support merit pay:	85%
Support greater teacher accountability:	76%
Support giving teachers leadership roles:	87%
Favor investing more in teachers' development:	94%

Source: Louis Harris & Associates Survey, 1991

FREE
HEALTH EDCO
CATALOG!

HEALTH EDCO
SCHOOLS
HOSPITALS
WORKPLACE
Educational Products Catalog

... with 96 pages of health education products!
1-800-433-2677

OBE 1991

OUTCOME
BASED
EDUCATION

SUMMER ACADEMY
August 12–16, 1991
Arlington Heights, Illinois

ACTION PLANNING
The design of the academy program is focused exclusively on the development of action plans for implementing Outcome Based Education at the classroom, school, or district level

KEY PRESENTERS
- Dr. Thomas Guskey
- Judith Gouwens
- Dr. Kathleen Fitzpatrick
- John Hillary
- Dr. Marilynn Kulieke
- Dr. Robert Darnell

For further information call:
Community
Education
Foundation
(708) 364-8697

2nd ANNUAL
OUTCOME BASED
EDUCATION
CONFERENCE
September 25–29, 1991
Hyatt Regency Hotel
Schaumburg, Illinois

CONFERENCE TARGETS
- Restructuring of instructional systems within an outcome based framework
- Multidimensional performance-based assessments aligned with outcomes of significance
- Outcome Based Accreditation Staff development and technological support
- Leadership and staff empowerment conditions
- Outcome based counseling and student services

KEY PRESENTERS
- Dr. William Spady
- Dr. Phil Schlecthy
- Dr. Thomas Guskey
- Dr. Kathleen Fitzpatrick
- Judith Gouwens
- Dr. Richard Stiggens

For further information call:
Community
Education
Foundation
(708) 364-8697

Co-sponsored by the Network for Outcome Based Schools and the District 214 Community Education Foundation

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 26 · March 20, 1991

© 1991 Editorial Projects in Education / $2.50

Census Confirms Remarkable Shifts In Ethnic Makeup

Cultural Diversity Called Challenge for Educators

By Liz Schevtchuk Armstrong

WASHINGTON—The ethnic makeup of the United States underwent a remarkable transformation over the past decade, as the number of Asian-Americans more than doubled and the Hispanic population grew by more than 50 percent, according to the first nationwide racial and ethnic breakdown of data from the 1990 census.

The figures, released last week, reflect a nation that is increasingly culturally diverse, thanks largely to high levels of immigration from Latin America, Southeast Asia, the Philippines, China, and India.

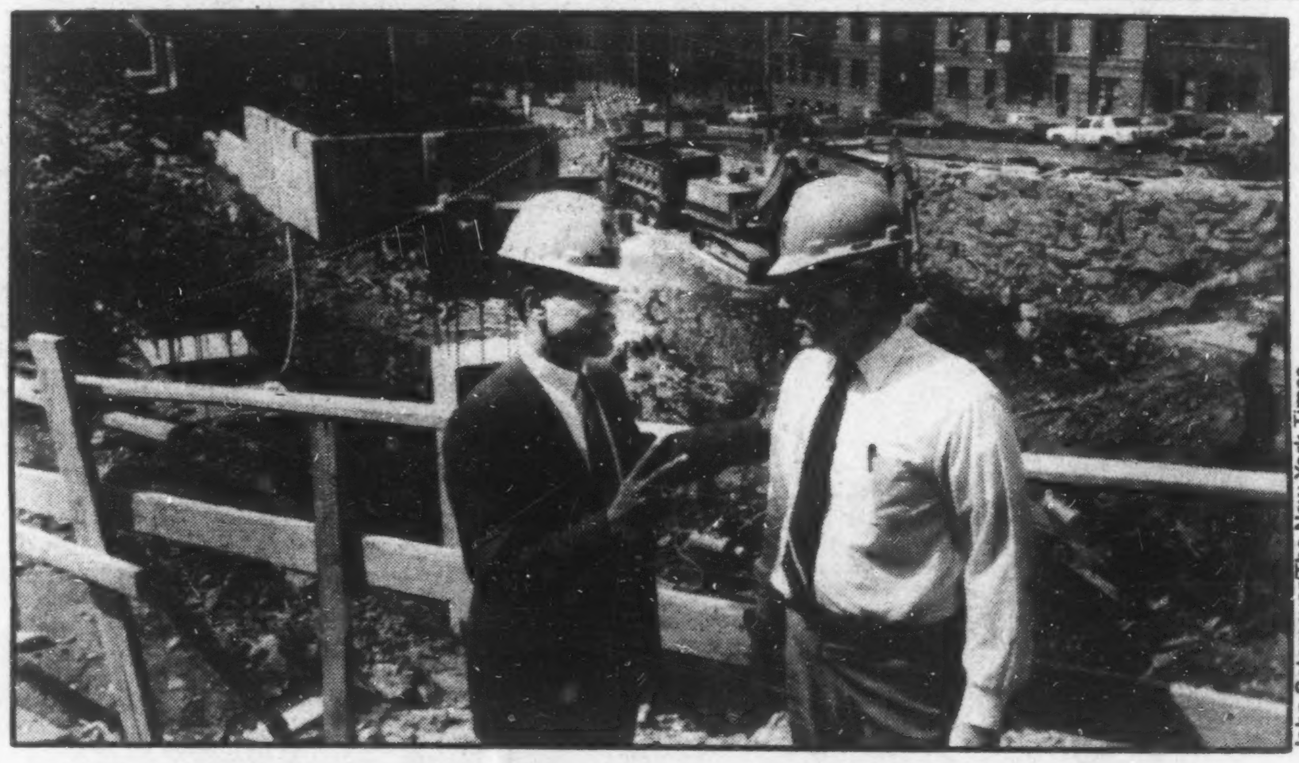
As a result, the data show that whites continue to decline as a proportion of the population, that the Hispanic population is growing faster than expected, and that Hispanics and Asians have begun to fan out from their original points of immigration to virtually every region of the country.

Specifically, although whites are still by far the largest racial group, they now make up only 80.3 percent of the population, down from 83.1 percent in 1980. Blacks, meanwhile, constitute 12.1 percent, up from 11.7 percent in 1980.

The next largest group is Hispanics, who now make up 9 percent of the population, compared with only 6.4 percent in 1980. Hispanics can be of any race.

They are followed by Asians and Pacific

Continued on Page 16



John Sotomayor/The New York Times

Charles E. Williams, head of New York City's school-construction authority, left, at a construction site in the Bronx last year with Shelly Slifstein, the project manager.

'Baby Boomlet' Brings Boom In School-Construction Projects

By Peter Schmidt

Spending on school construction reached an all-time high of some $10 billion last year and is expected to remain at elevated levels throughout the decade, as school districts contend with rising student enrollments and deteriorating buildings.

A "baby boomlet" whose oldest members are now in the middle grades has forced many districts to augment, renovate, or replace cramped or long-neglected facilities, according to industry analysts interviewed this month.

The demand for education-related construction is likely to remain strong, they said, due to steady increases in the birth rate, changes in classroom design, and political pressures to build new schools.

"This is the biggest school-construction boom since the 1950's," said Sheryl B. Maibach, marketing manager for education for the Barton Malow Company of Southfield, Mich., a contracting firm working in 22 states.

"There has been such a huge influx in the elementary schools," she said, "that districts have just panicked."

With seven consecutive years of growth, education construction—which totals about $15 billion for precollegiate and higher education—has emerged as

Continued on Page 12

Administrators in Los Angeles Form A Bargaining Unit

Principals Said 'Caught In Middle' by Reforms

By Ann Bradley

Worried that they were being left out of the decisionmaking process, school administrators in Los Angeles have organized themselves into a formal bargaining unit that will negotiate labor agreements with the school district.

The decision by members of the Associated Administrators of Los Angeles to seek supervisory status from the state was not challenged by the district superintendent or the board of education, which approved the arrangement last month.

The move means that principals, assistant principals, and other administrators will no longer be designated as part of the school district's management team.

Eli Brent, president of the 1,525-member organization, said administrators sought collective-bargaining rights because they "haven't been in the decision loop."

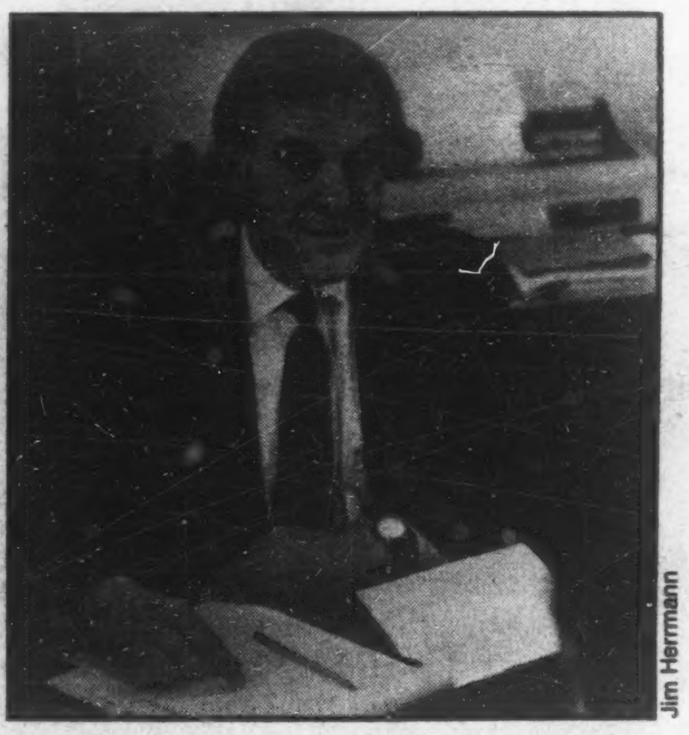
"We now have a handle on our own destiny," Mr. Brent said, "good or bad."

The new bargaining unit, which approximately 1,850 administrators are eligible to join, will negotiate "memorandums of agreement" with the district, Mr. Brent said.

He said the association has no immediate plans to affiliate with a national labor union.

As the district has moved to a system of

Continued on Page 16



Jim Herrmann

Philip B. Parr, head of the development office for the Pittsburgh schools.

One-of-a-Kind Fund-Raising Office Helps Schools in Pittsburgh Pursue a 'Vision'

By Jonathan Weisman

PITTSBURGH—When the Pittsburgh Board of Education last month approved a one-year campaign to raise $15 million for the district's at-risk students, eyebrows were raised in philanthropic organizations throughout the country.

Soliciting private support for specific projects has become commonplace in the nation's financially strapped and enterprising school districts.

But, observers agree, establishing a general fund—in Pittsburgh's case, for programs for disadvantaged students—and asking for money from individuals and the community at large, as well as from philanthropic foundations, is almost unheard of.

Some say it cannot be done. They argue that individuals will not put up money for an institution that already gets a large chunk of their taxes.

Some say it should not be done. They argue that the district is gambling with the education of at-risk students by placing a public responsibility into unreliable private hands.

But here in Iron City—where buildings once blackened with steel-mill soot now gleam like new, and where the public schools have what may be the only full-time

Continued on Page 15

Texas Project Spurs Poor Hispanic Youths To Gear for College

By Mark Pitsch

SAN ANTONIO—When Joanne Guajardo was just months away from completing high school, in early 1989, her father thought the only way she could find the money for college was to join the military.

"It was the only commercial that you would see on the TV," Miguel Guajardo recalled recently. "All the time. Constantly. 'You can get money for college if you join the armed forces.' "

Then Mr. Guajardo learned about a workshop on student financial aid, designed especially for Hispanic parents. Held at a church here and conducted by other Hispanic parents and Hispanic educators, the workshop unraveled the intricacies of the federal-aid system.

"You're very intimidated when you're looking for federal financial aid and you don't know the process," Mr. Guajardo said. "Now that we know about this paperwork, it's a lot easier every year."

Continued on Page 14

Also in the news

9 **Reversing 'White Flight'** A growing program in Mississippi aims to bring middle-class whites back to the public schools.

17 **Mover and Shaker** Michigan's new Republican Governor is making clear his plans to shake up education in the Great Lakes State.

24 **Mr. Secretary** Despite concerns about his finances, Lamar Alexander is confirmed as the Education Department's new chief.

IN SUMMARY

Guns and Teenagers
A new federal report says that fully one-fifth of all deaths among U.S. teenagers in 1988 resulted from gunshots, and the rate was much higher for black male teens.
Page 4.

Start the Revolution
The National Education Association has launched its first official effort to encourage its members to become more familiar with the technological revolution in education. **Page 5.**

Brave New World
Schools of the future, as envisioned in a new report by a panel of teachers who met to brainstorm about their profession, will be very different places indeed.
Page 5.

Memphis Blues
The Justice Department has charged in federal court that voting procedures for school-board members and other officials in Memphis violate federal civil-rights laws.
Page 10.

Supply and Demand
The demand by national and state policymakers for new forms of student assessment is far outstripping the supply available, researchers say.
Page 11.

Pass the Pork
Thanks to an unusual state program, Alabama schools can look to their state lawmakers for an extra infusion of cash for programs they otherwise could not afford.
Page 18.

Capital Update	25
Colleges	11
Commentary	26
Events	28
Focus On: Teachers	6
Legislative Update	19
Marketplace	29
Private Schools	8
State Journal	17

CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the National Association of Elementary School Principals.
Begins on Page 18.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 26.

ACROSS THE NATION

NATIONAL

Public Believes College Athletics 'Out of Control,' Survey Finds

Three out of four Americans surveyed in a new national poll believe that intercollegiate athletics is "out of control," and 60 percent say the Congress or state legislatures must intervene in order to bring about meaningful reform.

The national survey of 1,255 respondents was conducted last month by Louis Harris and Associates for the Knight Foundation Commission on Intercollegiate Athletics. The independent panel has been studying reforms of college athletics for more than a year and is to make its recommendations this week.

The survey also included select groups of college and university presidents, trustees, athletic directors, coaches, faculty members, alumni, boosters, athletes, 76 members of Congress, 75 state legislators, and others.

The results suggest that coaches may be one of the toughest groups for the Knight Commission to win over with its planned reforms. Only 54 percent of the coaches surveyed said that Proposition 48, the National Collegiate Athletic Association's freshman-eligibility requirements, is a good rule. More than 80 percent of presidents, trustees, athletic directors, conference commissioners, and faculty members surveyed favored the rule.

STATES

Federal Judge Upholds Illinois Law Requiring Students To Recite Pledge

Rejecting a challenge based on religious grounds, a federal judge has upheld an Illinois statute that requires elementary-school students to recite the Pledge of Allegiance each day.

U.S. District Judge Ann C. Williams ruled Feb. 28 that the 1979 Illinois law does not violate the U.S. Constitution or Supreme Court precedent because it does not provide for any punishment for students who refuse to recite the pledge.

"Learning the Pledge of Allegiance can certainly be considered part of a 'suitable curriculum' for students," the judge wrote in her opinion. The law is "rationally related to the legitimate state interest of instilling knowledge of and appreciation for patriotic values in public-school students."

The law was challenged in a suit brought by Robert Sherman, an avowed atheist, on behalf of his son, a student in the Wheeling school district.

Mr. Sherman sued school officials and the state's Attorney General, charging that the law violates his rights under the First and 14th amendments to the Constitution.

Mr. Sherman's suit contended that the phrase "under God" in the pledge violates the Constitution's ban against government establishment of religion.

The suit was dismissed on a motion for summary judgment from the Attorney General.

Judge Williams said the Illinois law does not necessarily conflict with the U.S. Supreme Court's 1943 decision in *West Virginia State Board of Education* v. *Barnette*, which held that public-school officials could not force students to recite the pledge.

The judge noted that school officials in Wheeling did not require Mr. Sherman's son to abide by the law.

■ **The Attorney General of Maryland has ruled that county governments may dig deeper into school budgets to offset severe budget shortfalls plaguing the state.**

The ruling, issued this month, amends a 1984 state law that requires local governments to maintain at least the same level of spending per pupil as in the previous year.

Under the ruling, county officials need no longer consider such costs as school openings and construction as operating costs when calculating the bottom line for the per-pupil figures. Attorney General J. Joseph Curran Jr. ruled that such costs are one-time expenditures, not operating costs.

Charles I. Ecker, the county executive of Howard County, had requested the opinion to allow him to give the county's school system about $7 million less than it expects next year.

Because Mr. Curran rejected some of the Howard County executive's arguments, Mr. Ecker said he now expects to save about $2.9 million.

School officials across the state say the ruling may lead to layoffs and program cuts.

■ **School districts in Oregon will have greater leeway in choosing textbooks** under revisions in the state's textbook-adoption process endorsed by state education officials.

The state board of education late last month approved changes making it easier for districts to win approval for textbooks that do not appear on the official list adopted by the state, said Barbara Wolfe, who is supervising the textbook-adoption plans for the Oregon Department of Education.

The changes reflect efforts to encourage site-based management and local responsibility, and to "give local districts the freedom to make choices," she said last week.

Additional changes may be in the offing, she added. "We're really going through a complete study of texbook-adoption procedures," she said.

Cracking the Case

"The Case of the Champion Egg Spinner" has finally been cracked.

But this time, Encyclopedia Brown, the 10-year-old sleuth of the eponymous children's mystery-book series by Donald J. Sobol, didn't do it alone. The case was solved with the help of some diminutive detectives from Philadelphia.

As the book opens, all is quiet in Encyclopedia's hometown. But that changes when a young rogue named Eddie proposes an egg-spinning contest to his friends. The youngsters purchase raw eggs together at the grocery store and the spinning begins. Mysteriously, Eddie's egg always spins longest. With each triumph, he gains a prized possession from one of his unfortunate opponents.

But Encyclopedia deduces that Eddie is as slippery as a rotten egg. He is cheating by substituting a hard-boiled egg for a raw one. The law of gravity is on his side, so his egg invariably spins longer. His ruse exposed, Eddie is forced to return his ill-gotten gains. Case closed.

"Not so fast," said eight 1st and 2nd graders at the Philadelphia School. How could Eddie have switched eggs? To prevent cheating, each player had let someone else hold his egg until his turn to spin came up. Eddie couldn't have switched eggs without being caught. The solution provided at the story's conclusion did not explain how Eddie had swapped eggs. These careful readers were baffled.

With the help of their teacher, Janet Weinstein, the savvy sleuths wrote Mr. Sobol to ask him for an explanation. A few weeks later, they received a hand-written reply from the author.

In his letter, Mr. Sobol said he had meant to show that Eddie had secretly switched eggs while in the grocery store, but admitted that he had not made the swap clear. He added that he would gladly make a correction if his publisher agreed.

His reaction to the discovery of the 30-year-old error was one of delight. "I was very pleased," he said. "When you write you hope it will help kids learn to reason, to be perceptive."

The children are understandably pleased with themselves.

Elizabeth Kimball, age 6, notes their accomplishment with pride. "I mean, hardly anybody finds a mistake in a book," she opines. "This is a very rare thing to happen."

Ms. Weinstein says her charges have a new attitude. "They're more curious. They question more," she notes. —W.L.

DISTRICTS

Student Paper in Iowa Scrapped Over Article on Murder Case

A recent issue of an award-winning high-school newspaper in Iowa was scrapped by the school's principal because it contained an interview with the girlfriend of a former student accused of murder.

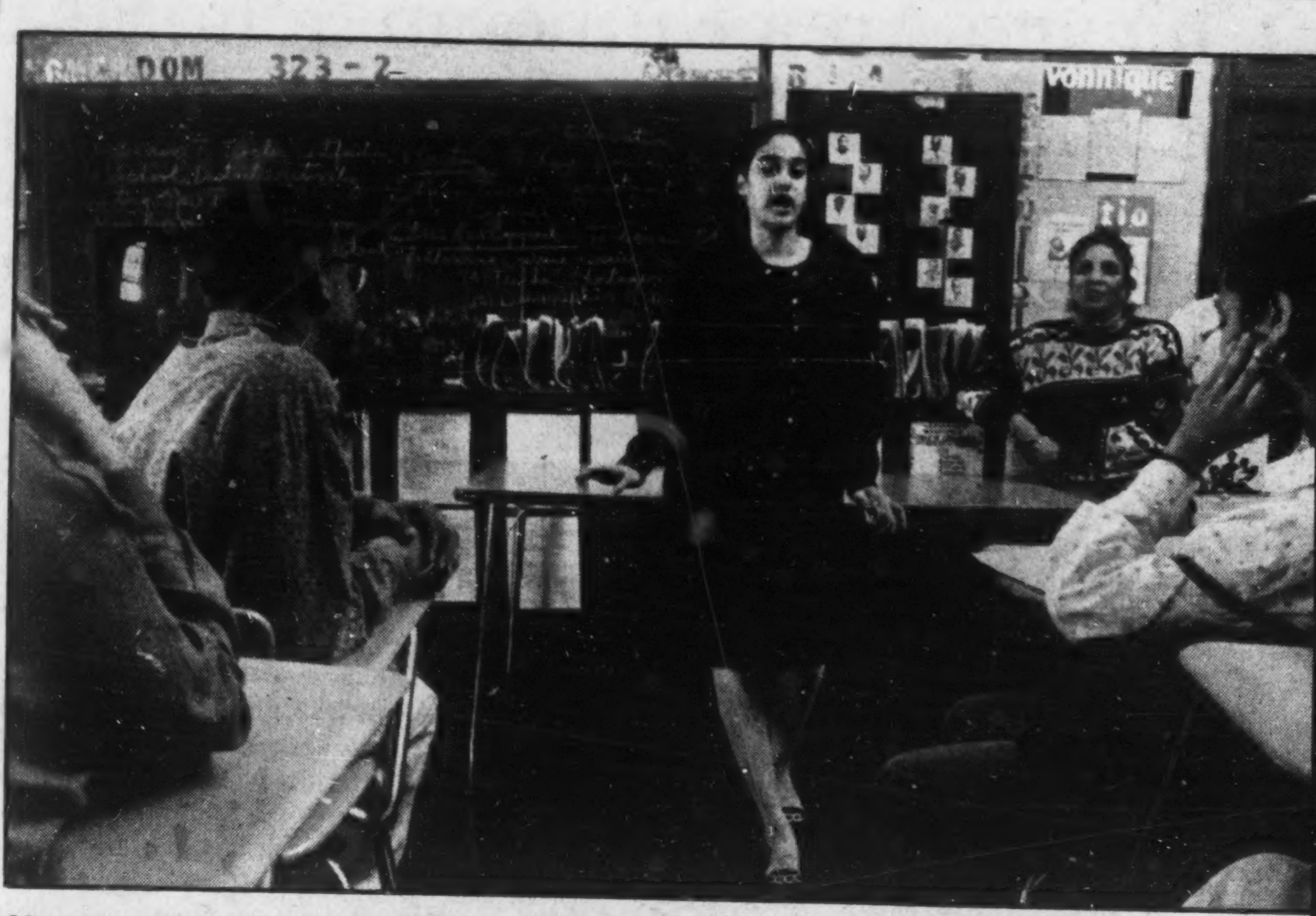
In addition, the student reporter involved handed over a copy of the unpublished article and her notes to the local police.

The incident took place in West Des Moines, where 18-year-old Michael Bickell and his 16-year-old brother, Alan, are charged with first-degree murder in connection with the fatal shooting of another youth at a mall last month.

A reporter for Valley High School's newspaper, *The Spotlight*, interviewed the freshman who dates Michael Bickell for an article. But the girl's mother asked the school's principal, Robert Brooks, not to allow her daughter to be quoted or named in the article. Police told Mr. Brooks that they were interested in the interview, and the school's lawyer had qualms about publishing the piece, Mr. Brooks said.

Because the paper had already gone to the printer, Mr. Brooks said, he ordered the run stopped without consulting with the student editors. The newspaper's faculty adviser was out of town at the time.

The police told the principal that a subpoena for the article was not necessary, Mr.



Photopress

Above, a student in the Teaching Professions Program at Calvin Coolidge Senior High School in Washington—one in a network of about a dozen programs around the country that are encouraging students to pursue careers in education—explains her practicum experience to her class.

up similar programs in their cities. The students also participate in professional conferences where they hear the issues they read about in their textbooks debated by professionals and scholars.

Ms. Battle good-naturedly rolls her eyes when a recent visitor is shown a videotape explaining the Teaching Professions Program. She has seen it over and over again, she says.

Exposure to Classrooms

But teachers here say the attention they have received has helped students develop the positive self-images they will need to succeed in college and later in life as teachers.

Students do not have to wait until their final year to begin working with students. In the 9th and 10th grades, they spend a few hours a week in a practicum in a nearby preschool, learning to work with very young children.

"I think the senior practicum is too late" to judge whether students are really good candidates to teach, says Christine Easterling, the program coordinator.

Her conviction is based on her experiences with students as they learn about schools through teachers' eyes.

"We had one young man working with prekindergarten students who wanted to move to 3rd graders," she recalls. "He said they wouldn't hold still so he could make a difference. We said, 'Well, you don't hold still, either.' "

Ms. Easterling says students in the program have become more attentive and have earned better grades as they have become more aware of the purposes and nuances of schooling.

To be admitted to the program, students must have 2.5 grade-point averages, which they must maintain to stay in the T.P.P.

For Tambria Spencer, the requirements mean a constant struggle to keep up her grades.

"When I got into the program," she says, "my grades started messing up."

Ms. Spencer was dropped from the T.P.P. for a semester, but returned after pulling up her average. She was motivated, she says, by her work with children.

"The little kids started helping me," she remembers. "It was cute how they would come up to you and smile."

Dangers of Familiarity

Several Coolidge students also say their success in helping children understand their lessons convinces them that teaching is the right career path.

"They were very attentive and listened and did everything I said to do," says LaShawn Lott, remembering her practicum experience. "It made me feel like I want to be a teacher."

But the comfort and familiarity that high-school students feel in such settings also present a dilemma, notes Deborah Ball, an assistant professor at Michigan State University and an elementary-school teacher.

During the Atlanta forum, Ms. Ball and other panelists gently urged the high-school students to consider whether teaching really means replicating what they now see happening in classrooms.

"The teaching you're seeing is exactly the teaching that is now being criticized," Ms. Ball told the students. "If you're not careful, you could take for granted what you see."

Instead, she urged the teenagers to think of themselves as activists who will help schools change time-honored practices in favor of strategies that work better for children.

"Schools are in big trouble right now," Ms. Ball said. "You have to ask yourself, 'Does it have to be this way?' "

The aspiring teachers in Atlanta demonstrated that they are well aware that their chosen profession is under attack. Several asked the panelists why former President Reagan had been so critical of teaching; others wanted to know who was to blame for American schools' poor marks against their Japanese competitors.

There also were questions about whether the panelists thought a longer school year or Afro-centric curricula would help, and how they thought teachers could address their students' family problems.

As thoughtful and mature as the questions were, the students asking them revealed that, in many ways, they are not so different from their peers.

Asked how many would be willing to spend more time in school themselves, only a few raised their hands.

Some students already intrinsically know what Ms. Ball was suggesting. Shaquan Odusanya, for example, says she wants to be a teacher because "a lot of teachers don't take the time out, if a kid asks them a question, to answer that child's question."

"Some teachers just don't care if a kid has a problem," she says. "They don't do anything about it. When I become a teacher, I'm going to do the things my teacher didn't do for me." ■

---

some fashion.

Q. What needs to be done to make teaching an attractive prospect?

A. The model we tend to be inclined toward—and certainly it's not the only model—would be to have a kind of cross-age fertilization so that the high-school students who are interested in or are at least exploring education would work with younger kids.

We think that would accomplish two things. One, it would acquaint them with somewhat of the reality of teaching. They would have a hands-on experience somewhat early in their potential career. Second, it would serve as a role model for the very young children who haven't thought about teaching. Now they start to see people that they know and look up to and respect . . .

Related to that, it does seem that most of these youngsters are financially severely strapped. They also are probably oriented toward immediate real events in their life.

The possibility of getting them to go away to the state university may not be so good. But if they could as a graduate get a job working for the school system as a teacher aide under a supportive program and maybe take their first college course in some kind of extension or junior-college setting where they were doing work in the school, getting paid for it so they had respect associated with salary and a real job, [college might be viewed as] an extension of the high school.

Q. The students who said they wanted to go to college performed relatively poorly in school. Furthermore, their attitudes about the importance of college and education seem to make them poor candidates to imbue the love of learning in children. Why, then, would we want these less-than-stellar students to be teachers?

A. If I was confident that those were accurate measures, I [would] think that's a very valid objection. We need talented people to be teachers. In fact, that's been one of our real problems: our willingness to just fill the classrooms.

That's why I keep going back to their relatively successful performance when they were younger. I don't see anything in their early record that suggests they don't have the whole range of potential that we see in any school. So the fact that they are performing poorly as high-school students is, I think, a function of the disordered environment they have been forced to grow up in.

Given specialized programs, given specialized efforts, we could see that potential that was there when they were younger blossom, and they would meet these kinds of minimums we want to have for all our teachers. ■

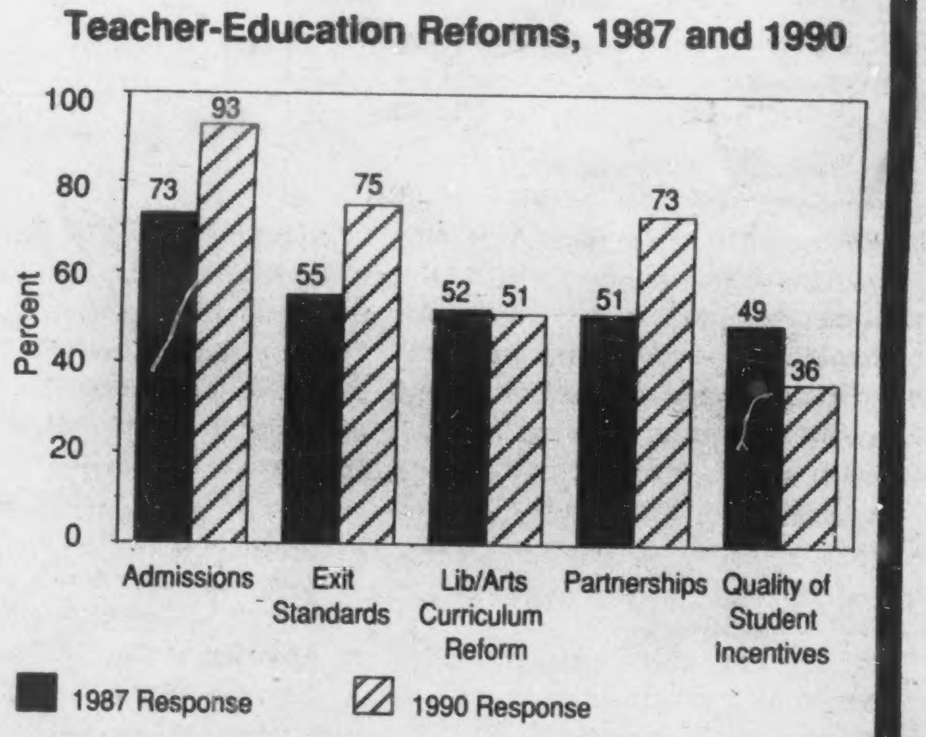
DIMENSIONS

Teacher-Education Reforms

Using incentives to recruit high-quality students, one of the main reform strategies of teacher educators in 1987, has become less common, a survey of education-school deans and department chairmen has found.

The survey, conducted for the American Association of Colleges for Teacher Education, found that, in 1990, 36 percent of the deans and chairmen reported that their institutions had in place or recently had implemented policies, such as scholarships and loans, to attract students. In 1987, a similar survey found, half the respondents had reported the use of such strategies.

The new poll also found that other reform strategies—such as tightening admission standards and forming partnerships with K-12 schools—had become increasingly common, however.



Source: Richard I. Arends, Gary Galluzzo

DATABANK

Directory of Chief State School Officers

Alabama Department of Education
Wayne Teague
State Superintendent of Education
5114 Gordon Persons Bldg · 50 N. Ripley St.
Montgomery, Ala. 36130
(205) 242-9700
Term of office: Appointed by the state board of education for a four-year term, Mr. Teague assumed office in October 1975 and is serving his fourth four-year term. Salary: $80,356

Alaska Department of Education
Steve Hole
Commissioner of Education (acting)
801 East 10th St. · Pouch F
Juneau, Alaska 99811
(907) 465-2800
Term of office: Mr. Hole was appointed by the state board of education to fill the office of commissioner until a permanent replacement can be selected.

American Samoa Department of Education
Lealosi Viagalelei
Director of Education
Education Building
Pago Pago · Tutuila 96799
(OS) 633-5237
Term of office: Appointed by the governor, Mr. Viagalelei began his term in 1989. Salary: $40,500

Arizona Department of Education
C. Diane Bishop
Superintendent of Public Instruction
1535 West Jefferson St.
Phoenix, Ariz. 85007
(602) 542-5156
Term of office: Elected by popular vote for a four-year term, Ms. Bishop assumed office in January 1987 and is in her second term. Salary: $50,000

Arkansas Department of Education
Burton Elliott, Director
General Education Division
#4 Capitol Mall
Little Rock, Ark. 72201-1071
(501) 682-4475
Term of office: Appointed by state board of education and serving at the will of the governor, Mr. Elliott began his term in 1989. Salary: $74,323

California Department of Education
Bill Honig
Superintendent of Public Instruction
721 Capitol Mall · P.O. Box 944272
Sacramento, Calif. 94244-2720
(916) 445-4338
Term of office: Elected by popular vote for a four-year term, Mr. Honig assumed office in 1983 and is in his third term. Salary: $72,500

Colorado Department of Education
William T. Randall
Commissioner of Education
201 East Colfax Ave.
Denver, Colo. 80203-1705
(303) 866-6806
Term of office: Appointed by the state board of education and serving at the will of the board, Mr. Randall began his term in 1988. Salary: $86,739

Connecticut Department of Education
Gerald N. Tirozzi
Commissioner of Education
165 Capitol Ave.
Room 305, State Office Building
Hartford, Conn. 06106
(203) 566-5061
Term of office: Appointed by state board of education and in his third term, which is concurrent with that of the governor, Mr. Tirozzi started his term in July 1983. Salary: $95,155

Delaware Department of Public Instruction
William B. Keene
Superintendent of Public Instruction
279 Townsend Building · P.O. Box 1402
Dover, Del. 19903
(302) 739-4601
Term of office: Appointed by the state board of education and serving at the will of the board, Mr. Keene started his term in July 1980. Salary: $87,900

District of Columbia Public Schools
William H. Brown
Superintendent of Public Schools (acting)
415 12th St., N.W. · Washington, D.C. 20004
(202) 724-4222
Term of office: Mr. Brown was appointed acting superintendent by the school board until a new chief officer can be selected.

Florida Department of Education
Betty Castor
Commissioner of Education
Room P.L. 08, Capitol Building
Tallahassee, Fla. 32399
(904) 487-1785
Term of office: Elected by popular vote for a four-year term, Ms. Castor began her term in 1987, and is now serving her second term. Salary: $91,296

Georgia Department of Education
Werner Rogers
Superintendent of Schools
Twin Towers East · Capitol Square
Atlanta, Ga. 30334-5020
(404) 656-2800
Term of office: Elected by popular vote for a four-year term, Mr. Rogers assumed office in 1986 and is now in his second term. Salary: $74,645

Guam Department of Education
Anita. A. Sukola, Director
P.O. Box DE · Agana, Guam 96910
(OS) 472-8901
Term of office: Appointed by the board of education, Ms. Sukola began her term in 1990. Salary: Not available

Hawaii Department of Education
Charles Toguchi
Superintendent of Education
P.O. Box 2360 · 1390 Miller St., #307
Honolulu, Hawaii 96804
(808) 586-3310
Term of office: Appointed by state board of education and serving at the will of the board, Mr. Toguchi began his term in 1987. Salary: $90,041

Idaho Department of Education
Jerry L. Evans
Superintendent of Public Instruction
650 West State St. · Boise, Idaho 83720
(208) 334-3300
Term of office: Elected by popular vote for a four-year term, Mr. Evans started his term in January 1979 and is now serving his fourth term. Salary: $62,500

Illinois Board of Education
Robert Leininger
Superintendent of Education
100 North First St. · Springfield, Ill. 62777
(217) 782-2221
Term of office: Appointed by the state board of education and serving at the will of the board, Mr. Leininger began his term in 1989. Salary: $100,000

Indiana Department of Public Instruction
H. Dean Evans
Superintendent of Public Instruction
State House · Room 229
100 North Capitol St.
Indianapolis, Ind. 46204-2798
(317) 232-6612
Term of office: Elected by popular vote for a four-year term, Mr. Evans assumed office in 1985 and is in his second term. Salary: $63,000

Iowa Department of Education
William L. Lepley
Director of Education
Grimes State Office Building
East 14th and Grand Sts.
Des Moines, Iowa 50319-0146
(515) 281-5294
Term of office: Appointed by the governor and serving at the will of the governor, Mr. Lepley assumed office in 1988. Salary: $95,052

Kansas Department of Education
Lee Droegemueller
Commissioner of Education
120 East 10th St. · Topeka, Kan. 66612
(913) 296-3201
Term of office: Appointed by the state board of education and serving at the will of the board, Mr. Droegemueller started his term in 1987. Salary: $90,000

Kentucky Department of Education
Thomas C. Boysen
Commissioner of Education
500 Mero St. · Capitol Plaza Tower
Frankfort, Ky. 40601
(502) 564-4770
Term of office: Selected by a state search committee for a four-year term beginning in 1991. Salary: $125,000

Louisiana Department of Education
Wilmer S. Cody
Superintendent of Education
626 North Fourth St. · P.O. Box 94064
Baton Rouge, La. 70804-9064
(504) 342-3602
Term of office: Appointed by the state board of secondary and elementary education, Mr. Cody began his term in 1988. Salary: $95,000

Maine Department of Educational and Cultural Services
Eve M. Bither
Commissioner of Education
State House · Station 23
Augusta, Me. 04333
(207) 289-5800
Term of office: Appointed by the governor for a second four-year term, and serving a term concurrent with that of the governor, Ms. Bither began her term in February 1987. Salary: $70,678

Maryland Department of Education
Joseph L. Shilling
Superintendent of Schools
200 West Baltimore St.
Baltimore, Md. 21201
(301) 659-2200
Term of office: Appointed by the state board of education for a four-year term, Mr. Shilling began his term in 1988. Salary: $98,000

Massachusetts Department of Education
Harold Raynolds Jr.
Commissioner of Education
1385 Hancock St. · Quincy Center Plaza
Quincy, Mass. 02169
(617) 770-7300
Term of office: Appointed by the state board of education and serving at the will of the board, Mr. Raynolds started his term in June 1986. Salary: $77,547

Michigan Department of Education
Gary Hawks
Superintendent of Public Instruction (acting)
P.O. Box 30008 · 608 West Allegan St.
Lansing, Mich. 48909
(517) 373-3354
Term of office: Mr. Hawks was appointed acting superintendent by the state board of education until a permanent superintendent can be chosen.

Minnesota Department of Education
Gene Mammenga
Commissioner of Education
Room 712, Capitol Square Building
550 Cedar St. · St. Paul, Minn. 55101
(612) 296-2358
Term of office: Appointed by governor for a four-year term concurrent with that of the governor, Mr. Mammenga started his term in January 1991. Salary: $78,500

Mississippi Department of Education
Richard Thompson
State Superintendent of Education
P.O. Box 771 · High St.
Jackson, Miss. 39205-0771
(601) 359-3513
Term of office: Appointed by the state board of education with a 4-year contract, Mr. Thompson assumed office in July 1990. Salary: $90,300

Missouri Department of Elementary and Secondary Education
Robert E. Bartman
Commissioner of Education
205 Jefferson St., 6th Floor · P.O. Box 480
Jefferson City, Mo. 65102
(314) 751-4446
Term of office: Appointed by the state board of education and serves at the will of the board, Mr. Bartman began his term in 1987. Salary: $79,800

Montana Office of Public Instruction
Nancy Keenan
Superintendent of Public Instruction
Room 106, State Capitol
Helena, Mont. 59620
(406) 449-3654
Term of office: Elected by popular vote for a four-year term, Ms. Keenan began her term in January 1989. Salary: $41,681

Nebraska Department of Education
Joseph E. Lutjeharms
Commissioner of Education
P.O. Box 94987 · 301 Centennial Mall, South
Lincoln, Neb. 68509
(402) 471-2465
Term of office: Appointed by the state board of education with a three-year contract, Mr. Lutjeharms began his term in 1983. Salary: $87,996

Nevada Department of Education
Eugene T. Paslov
Superintendent of Public Instruction
Capitol Complex · 400 West King St.
Carson City, Nev. 89710
(702) 885-3100
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Paslov began his term in 1985. Salary: $70,140

New Hampshire Department of Education
Charles H. Marston
Commissioner of Education
101 Pleasant St. · State Office Park South
Concord, N.H. 03301
(603) 271-3144
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Marston started his term in January 1990. Salary: $67,625

New Jersey Department of Education
John Ellis
Commissioner of Education
225 West State St. · Trenton, N.J. 08625
(609) 292-4450
Term of office: Appointed by the governor, with state Senate approval, for a five-year term, Mr. Ellis assumed office in July 1990. Salary: $95,000

New Mexico Department of Education
Alan Morgan
Superintendent of Public Instruction
300 Don Gaspar · Santa Fe, N.M. 87501
(505) 827-6516
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Morgan started his term in 1985. Salary: $70,000

New York State Education Department
Thomas Sobol
Commissioner of Education
111 Education Building
89 Washington Ave.
Albany, N.Y. 12234
(518) 474-5844
Term of office: Appointed by the state board of regents and serving at the discretion of the board, Mr. Sobol assumed office in 1987. Salary: $131,250

North Carolina Department of Education
Bob Etheridge
Superintendent of Public Instruction
Education Building
Edenton and Salisbury Sts.
Raleigh, N.C. 27603-1712
(919) 733-3813
Term of office: Elected by popular vote for a four-year term, Mr. Etheridge started his term in January 1989. Salary: $75,252

North Dakota Department of Public Instruction
Wayne G. Sanstead
Superintendent of Public Instruction
State Capitol Building, 11th Floor
600 Boulevard Ave., East
Bismarck, N.D. 58505-0440
(701) 224-2261
Term of office: Elected by popular vote for a four-year term, Mr. Sanstead assumed office in 1985 and is in his second term. Salary: $50,304

Northern Mariana Islands Department of Education
Elizabeth Diaz Rechebei
Superintendent of Education
Education Building
Saipan, Mariana Islands 96950
(OS) (011,670) 322-9311
Term of office: Appointed by the governor in 1990. Salary: Not available

Ohio Department of Education
Franklin B. Walter
Superintendent of Public Instruction
65 South Front St. · Room 808
Columbus, Ohio 43266-0308
(614) 466-3304
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Walter started his term in March 1977. Salary: $101,000

Oklahoma Department of Education
Sandy Garrett
Superintendent of Public Instruction
Oliver Hodge Memorial Education Building
2500 North Lincoln Blvd.
Oklahoma City, Okla. 73105-4599
(405) 521-3301
Term of office: Elected by popular vote for a four-year term, Ms. Garrett began her term in January 1991. Salary: $55,000

Oregon Department of Education
Norma S. Paulus
Superintendent of Public Instruction
700 Pringle Parkway, S.E.
Salem, Ore. 97310
(503) 378-3573
Term of office: Elected by popular vote for a four-year term, Ms. Paulus took office in January 1991. Salary: $49,520

Pennsylvania Department of Education
Donald M. Carroll Jr.
Secretary of Education
333 Market St., 10th Floor
Harrisburg, Pa. 17126
(717) 787-5820
Term of office: Appointed by the governor and serving at the discretion of the governor, Mr. Carroll began his term in August 1989. Salary: $84,822

Puerto Rico Department of Education
Jose Lema Moya
Secretary of Education
P.O. Box 759 · Hato Rey, P.R. 00918
(809) 758-4949
Appointed by the governor and serving at the discretion of the governor, Mr. Moya began his term in 1989. Salary: $65,000

Rhode Island Department of Education
J. Troy Earhart
Commissioner of Education
22 Hayes St. · Providence, R.I. 02908
(401) 277-2031
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Earhart began his term in 1984. Salary: $87,503

South Carolina Department of Education
Barbara Nielsen
Superintendent of Education
1006 Rutledge Building · 1429 Senate St.
Columbia, S.C. 29201
(803) 734-8492
Term of office: Elected by popular vote for a four-year term, Ms. Nielsen began her term in January 1991. Salary: $73,604

South Dakota Department of Education and Cultural Affairs
Henry Kosters
State Superintendent
700 Governors Dr. · Pierre, S.D. 57501
(605) 773-3243
Term of office: Appointed by the state board of education and serving at the discretion of the governor, Mr. Kosters started his term in 1987. Salary: $52,312

Tennessee Department of Education
Charles E. Smith
Commissioner of Education
100 Cordell Hull Building
Nashville, Tenn. 37219
(615) 741-2731
Term of office: Appointed by the governor and serving concurrently with the governor's term, Mr. Smith started his term in January 1987. Salary: $75,000

Texas Education Agency
Lionel R. Meno
Commissioner of Education
William B. Travis Building
1701 North Congress Ave.
Austin, Tex. 78701
(512) 463-8985
Term of office: Appointed by the state board of education for a four-year term, Mr. Meno will began his term in July 1991. Salary: not available

U.S. Virgin Islands Department of Education
Linda Creque
Commissioner of Education
Department of Education
44-46 Kongens Gade
St. Thomas, V.I. 00802
(809) 774-2810
Term of office: Appointed by the governor in 1987, Ms. Creque serves at the pleasure of the governor. Salary: $55,000

Utah Office of Education
Jay B. Taggart
Superintendent of Public Instruction
250 East 500 South
Salt Lake City, Utah 84111
(801) 538-7500
Term of office: Appointed by the state board of education, with approval of the governor, and serving at discretion of the board, Mr. Taggart began his term in September 1990. Salary: $80,000

Vermont Department of Education
Richard P. Mills
Commissioner of Education
120 State St. · Montpelier, Vt. 05602
(802) 828-3135
Term of office: Appointed by the state board of education, with approval of the governor, and serving at the discretion of board, Mr. Mills began his term in 1988. Salary: $64,400

Virginia Department of Education
Joseph A. Spagnolo Jr.
Superintendent of Public Instruction
P.O. Box 6Q · James Monroe Building
101 N. 14th St.
Richmond, Va. 23216-2060
(804) 225-2023
Term of office: Appointed by the governor, and confirmed by the General Assembly for four years concurrent with the governor's term, Mr. Spagnolo began his term in July 1990. Salary: $104,650

Washington Department of Public Instruction
Judith Billings
Superintendent of Public Instruction
Old Capitol Building, Washington & Legion
Mail Stop Fg-11 · Olympia, Wash. 98504
(206) 586-6904
Term of office: Elected by popular vote for a four-year term, Ms. Billings began her first term in January 1989. Salary: $71,900

West Virginia Department of Education
Henry Marockie
Superintendent of Schools
1900 Washington St. · Building B, Room 358
Charleston, W.Va. 25305
(304) 348-3644
Term of office: Appointed by the state board of education and serving at the discretion of the board, Mr. Marockie began his term in 1989. Salary: $70,000

Wisconsin Department of Public Instruction
Herbert J. Grover
Superintendent of Public Instruction
125 South Webster St. · P.O. Box 7841
Madison, Wis. 53707
(608) 266-1771
Term of office: Elected by popular vote for a four-year term, Mr. Grover assumed office in July 1981 and is serving his third term. Salary: $72,336

Wyoming Department of Education
Diane Ohman
Superintendent of Public Instruction
Hathaway Building · Cheyenne, Wyo. 82002
(307) 777-7675
Term of office: Elected by popular vote for a four-year term, Ms. Ohman began her term in January 1991. Salary: $52,500

SOURCE: Council of Chief State School Officers

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record Volume X, Number 27 · March 27, 1991

© 1991 Editorial Projects in Education / $2.50

Bill in Maryland Puts Spotlight on Readiness Debate

School Would Become Compulsory at Age 5

By Deborah L. Cohen

A Maryland legislative proposal to lower the compulsory-school-attendance age from 6 to 5 has forced lawmakers to grapple with the complex web of factors that determine a child's readiness for school.

If the bill—which has passed the Senate and awaits action in the House—is enacted, Maryland would become one of the few states that have enacted laws in the past decade making kindergarten attendance mandatory.

The bill cleared the Senate on a 39-to-8 vote and is expected to win strong backing in the House as well.

As in other states, debate on the Maryland bill has highlighted the ways in which changing family structures, working parents, socioeconomic barriers, and differing maturity rates shape children's school readiness and educational needs.

At the same time, the movement toward earlier schooling is redefining the point at which the family's responsibility for stimulating young children's development ends and the state's begins.

And it is raising questions about how well suited kindergartens are to take on that task.

"It's good for children to get positive early experiences that help them grow emotionally, socially, and cognitively," said Ann Feldman, public-policy director of the Maryland Committee for Children. "But we really need to look at where the children are and how to provide those experiences."

"It's not a simple issue anymore," she added.

Mandating kindergarten attendance is one of several approaches being tried na-

Continued on Page 24

Teaching our Teachers

Timothy Davis

Last part of a special series on teacher education begins on page 11.

Law To Aid Handicapped Infants Faces Critical Test

By Debra Viadero

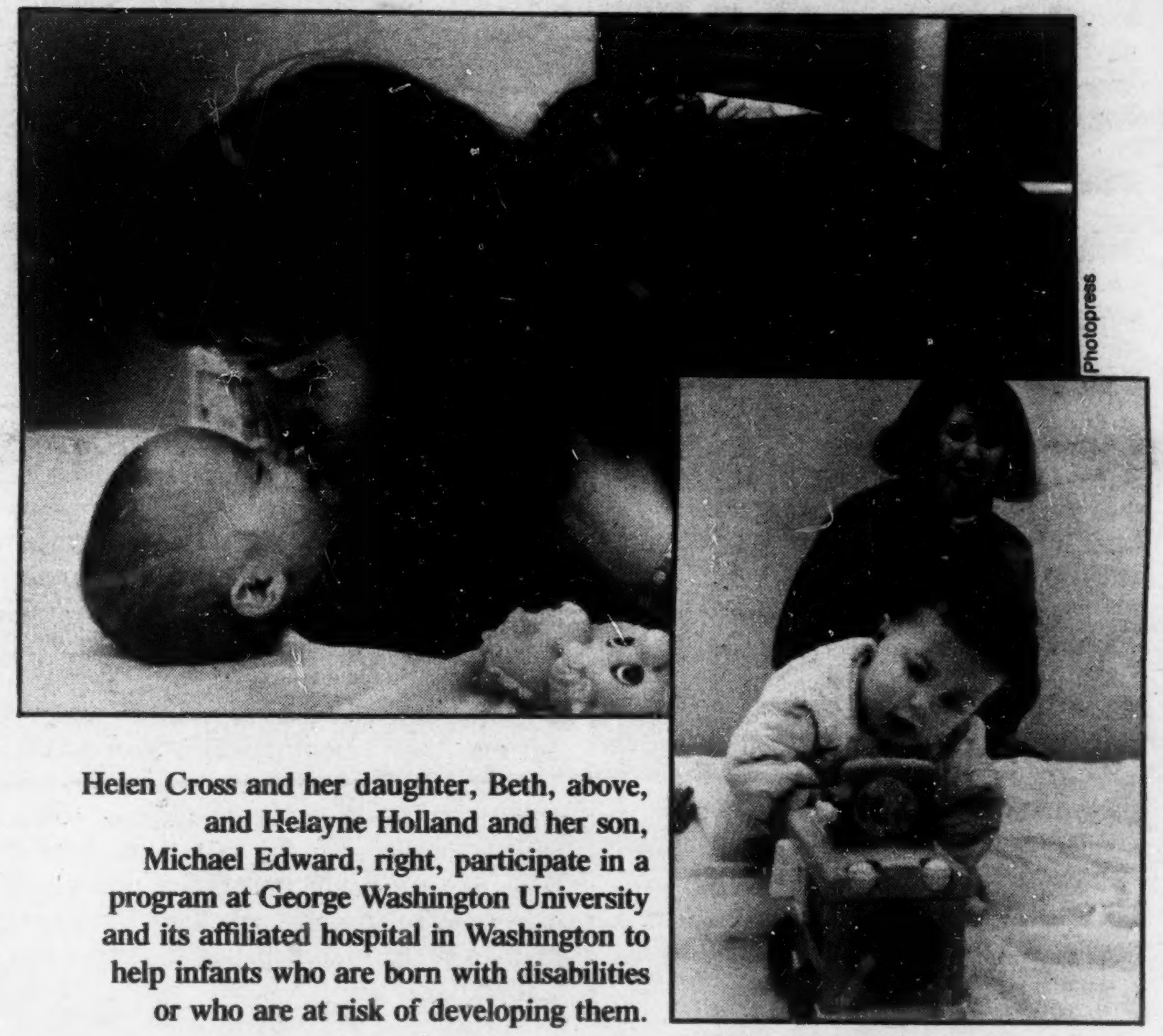
WASHINGTON—Born two months premature and weighing only two pounds, Marcus Spurlock had already started out life with two strikes against him.

But, as one of a small but growing number of infants across the country taking part in a new generation of programs for infants born with disabilities or at risk of developing them, this 7-month-old may yet beat those odds.

Almost since Marcus was born, a team of special educators, therapists, and doctors from George Washington University and its affiliated hospital here have been working with his mother to show her how to care for her child, encourage his intellectual development, and correct the abnormal muscle-development patterns common to many premature babies.

They showed her how to hold her son curled close to her chest to simulate the experience of being in the womb. They cautioned her against using a walker with the boy and demonstrated how she could correct Marcus's tendency to arch his arms back by rolling up towels and propping him against them.

Continued on Page 28



Photopress

Helen Cross and her daughter, Beth, above, and Helayne Holland and her son, Michael Edward, right, participate in a program at George Washington University and its affiliated hospital in Washington to help infants who are born with disabilities or who are at risk of developing them.

Calif. Educators Take Stock of Efforts To Ensure Schools Are Safe, Secure

By Millicent Lawton

DOWNEY, CALIF.—Lennox Middle School is Jesse Ugalde's sanctuary.

Within its walls, the 14-year-old can feel safe in a way he cannot even in his own bedroom at home in Lennox, a low-income, largely Hispanic area near Los Angeles International Airport.

Although Jesse is trying to sever ties with his street gang, called Tepa, he is still considered the enemy when he traverses the territory of a rival gang on his way to school.

"Every day when I walk to school, I have to be watching my back," the soft-spoken 8th grader told Southern California educators and law enforcers gathered here for a conference this month.

"But when I go around the corner where Lennox Middle School is," he continued, "the feeling in the back of my mind goes away, because . . . I know nothing could happen to me [there]."

"I probably feel safer at school than in my own house," added Jesse, whose words, sometimes wavering with emotion, brought a hush over the audience of more than 400.

The conference-goers had fought morning rush-hour traffic from all over Los Angeles County and neighboring areas for one reason: to learn how to better ensure that other students, staff members, and parents feel as secure in their public schools as Jesse does.

The Los Angeles County Office of Education's 15th annual "Safe, Secure, and Peaceful Schools" in-service conference here marked the first such large-scale session for the region—including the Los Angeles Unified School District, the nation's second largest—since a nonbinding 1989 legislative measure urged every California public school to draw up a site-specific safety plan.

California, which is widely recognized as a leader in tackling school-safety issues, has since 1982 been the only state with a constitutional provision guaranteeing students and staff members a safe school environment.

But with youth-related violence proliferating throughout the state, satisfying that

Continued on Page 19

Also in the news

5 **Strike Deadline**
Teachers in Washington State have set an April deadline for deciding whether to launch a statewide strike.

25 **Busy First Week**
Lamar Alexander displays his folksy charm and knowledge of the field in his first week as Secretary of Education.

High Schools Urged To Assist in Reform Of Collegiate Sports

By Mark Pitsch

WASHINGTON—In calling for sweeping changes in the management of college athletics, a blue-ribbon panel last week implored secondary-school athletic programs to join in the effort to re-establish the value of education in intercollegiate sports.

"With this report, we are doing our very best to re-establish important values at the center of intercollegiate sport—and to restore the student-athlete to the center of our concern," the Knight Foundation Commission on Intercollegiate Athletics concluded in a report released here.

The report noted that many high-school athletic programs are beginning to "emulate the worst features" of college programs by emphasizing athletic and financial results at the expense of the educational value of sport.

To help combat the problem, the commission urged secondary-school officials "to encourage high-school athletes to spend as much time preparing themselves academically as they do preparing athletically."

"We suggest that you guide them toward institutions that will put their welfare as students and their maturation as young adults ahead of their performance as athletes," added the report, "Keeping Faith With the Student-Athlete: A New Model for Intercollegiate Athletics."

Among its other recommendations, the commission proposed that academic standards for incoming college freshmen be raised.

Continued on Page 17

IN SUMMARY

Coming Home
Education, counseling, and veterans' groups in Florida have formed a statewide counseling network to assist returning veterans of the Persian Gulf war and their families.
Page 5.

Condoms in Colorado
A small, heavily Catholic, public school district in the state has earned a reputation as a pioneer for its liberal condom-distribution program in its high schools.
Page 6.

Miller's March
Georgia's freshman Governor won passage of his chief campaign proposal—a constitutional amendment creating a state lottery to fund education.
Page 20.

Someone To Watch Over Me
Some Ohio educators are concerned that the state's efforts to monitor reform by gathering personal information about students may lead to violations of privacy laws.
Page 21.

Race-Based Scholarships
Two top Education Department officials defended the department's controversial policy banning race-based scholarships last week before a Congressional panel. **Page 26.**

Information Gap
A group of college students last week told a Congressional panel that few high-school guidance couselors know much about federal financial-aid programs.
Page 26.

Capital Update	**27**
Commentary	**30**
Deadlines	**33**
Events	**33**
Focus On:Students	**6**
Marketplace	**34**
State Journal	**20**
Technology	**10**
Testing	**9**

CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the National School Boards Association.
Begins opposite Page 20.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 27.

ACROSS THE NATION

NATIONAL

National Trade-School Associations Announce Plans To Join Forces

The directors of the two national membership associations that lobby on behalf of a majority of the nation's trade schools have approved plans to merge their organizations.

Directors for the National Association of Trade and Technical Schools and the Association of Independent Colleges and Schools expect their members to endorse the merger plan this June, according to Stephen B. Friedheim, chairman of the A.I.C.S. board of directors.

"We think it's entirely appropriate for this kind of action to come to pass, since our schools work so closely at the state level," he said. "It's a natural extension to join together on a national level."

Mr. Friedheim said that over the past several years the two organizations have developed state resource centers and a default-management program for member schools, and have relied on the same research firm, the Career Training Foundation. The merger of the two groups also will strengthen their efforts to lobby the Congress on the reauthorization of the Higher Education Act, he said.

Stephen Blair, president of the N.A.T.T.S., will become president of the new organization, which does not yet have a name.

STATES

Suit Charges Pennsylvania Schools Shortchange Spec.-Ed. Students

A federal class-action filed in Pennsylvania last week charges that school officials in that state are failing to provide an appropriate education for dozens of disabled students who cannot be served in traditional, school-district special-education programs.

The lawsuit, filed in U.S. District Court in Philadelphia, is being brought on behalf of three disabled or emotionally disturbed children and their mothers.

It alleges that pupils across the state often must wait months while local school districts find appropriate private-school placements for them. In the interim, these students may receive as little as an hour a week of home-based instruction or remain in placements that school officials have already deemed inappropriate for them, the suit charges.

Moreover, said Leonard Reiser, the lawyer for the students, some children are being placed in residential facilities far from their homes when, with the proper support, they could remain in the community.

"Basically," he said, "the system just isn't working at the moment."

■ **The Georgia Board of Education has approved a requirement that schools across the state introduce 35 "core values" throughout the curriculum at all grade levels.**

The state board this month approved a measure calling for the teaching of values, but it will allow local districts the leeway to decide how to restructure lesson plans to highlight such values as freedom of conscience, frugality, tolerance, and moderation.

As mandated by the board, the new rule not only requires schools to incorporate these values into teaching, but also demands that students be given the chance to put what they have learned into practice.

The core values were approved after a series of seven public hearings around the state. During the hearings, some fundamentalist Christians questioned whether, depending on how they were taught, lessons in "tolerance" and "moderation"—two of the values on the final list—would undermine their religious beliefs.

■ **The Minnesota Court of Appeals has ruled that a woman who lost her job for extensive absenteeism when she stayed home to care for a sick infant is entitled to unemployment benefits.**

The court held, on a 2-to-1 vote, that Diane McCourtney's actions in caring for her child did not constitute misconduct under the law.

Ms. McCourtney was fired from her job at a computer company in Minnetonka, despite a good record as an employee, because she frequently missed work to care for her son, who had a series of illnesses, including pneumonia, influenza, and pinkeye.

Ms. McCourtney said that she was unable to find affordable day care for the child, and therefore had to miss work.

She did not protest the firing, but did file suit when the state's unemployment department said she was ineligible for benefits because she had put her family's interests ahead of her employer's interests. Such "misconduct," the state held, made her ineligible for benefits.

The appeals court ruled that Ms. McCourtney had made "substantial efforts" to find day care for her child, and that her absences were "due to circumstances beyond her control."

The court held that the company was responsible for $5,486 in benefits.

DISTRICTS

Judge Ends Desegregation Case Against Alabama County Schools

A federal judge has ended an 18-year-old desegregation suit against the Lowndes County, Ala., schools, after declaring further efforts at integration pointless since the overwhelming majority of students in the district now are black.

The case against the Lowndes County public schools began in 1973 when the U.S. Justice Department filed suit in an effort to better integrate the school system's white and black students.

Superintendent on Hold

Plenty of school superintendents across the nation feel that they're under fire from their boards these days. But perhaps only one believes he's been placed under house arrest.

That's how Fred Mendoza, the superintendent of the Delano (Calif.) High School District, describes his situation these days.

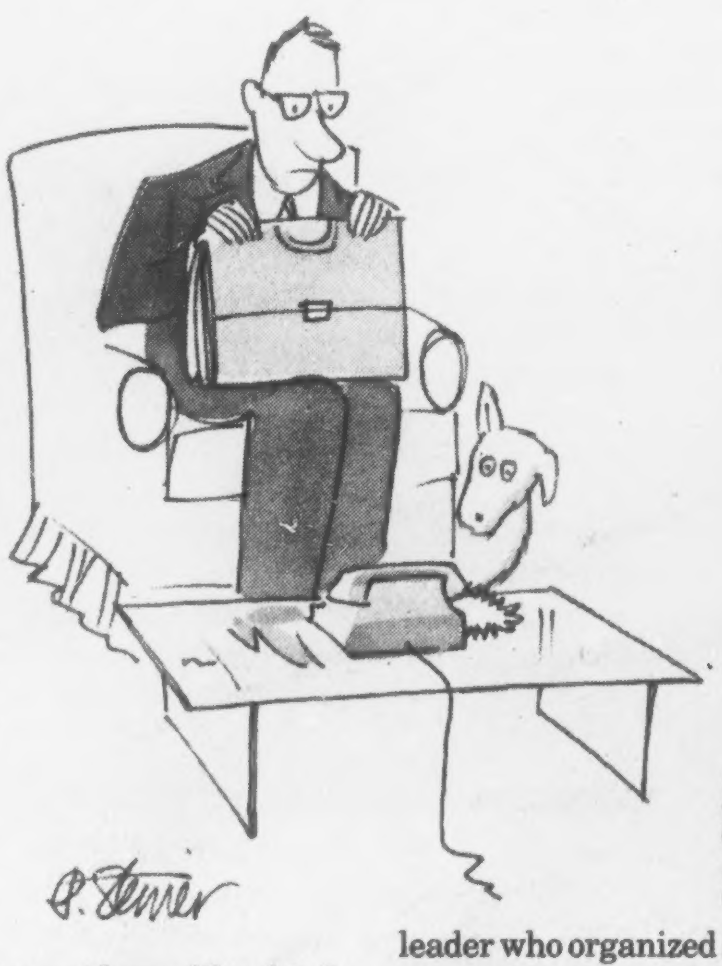
The district trustees voted recently to order Mr. Mendez, who has headed the system for some seven months, not to come to work. However, they said, he must remain at home by his telephone from 7:30 A.M. to 4:30 P.M. in case anyone from the central office has any questions. And he was told not to talk to reporters.

When a recent caller inquired how the beleaguered superintendent was doing, he replied, "I am sitting at home. By the telephone."

As of last week, though, he said he had not received a single call from the school office.

"It's certainly different, even unique to be sent home like this," he said. "It's very peaceful. I'm smelling the roses, and I suppose that's good."

Both sides are being rather mysterious about the reasons for the action. Mr. Mendoza points out that the district, which comprises one high school, has had nine superintendents in the past 10 years.



Peter Steiner

Beyond that, he will say only that he and the board have different educational philosophies.

District officials have said much the same in news accounts, but did not return telephone calls.

Mr. Mendoza's contract expires in June. He acknowledges that he'll be "looking around," and is concerned that his current plight might harm his job prospects.

His lawyer is also reviewing the situation, Mr. Mendoza said.

A rural area about 30 miles north of Bakersfield, Delano has a mix of Hispanics, Filipinos, and whites, and ethnic tensions are said to play a role in local politics.

Indeed, a boyhood friend of Mr. Mendoza is Cesar Chavez, the farm labor leader who organized a boycott of Delano grapes in the 1960's and won unprecedented collective-bargaining rights for the grape pickers.

For now, Mr. Mendoza says, he'll follow board instructions until told otherwise.

—G.B.

Teaching our Teachers

Reformers Seek To Untangle Web of Rules, Regulations To Improve Quality, Spark Innovation in Teacher Training

By Lynn Olson

Timothy Davis

Dorene Ross, left, a professor at the University of Florida, consults with one of her students, Sharon Davis, in a "research in elementary education" class.

For years, Kentucky has had so many requirements dictating how teachers should be prepared and how they should be licensed that "I don't think there's anybody in the whole state who knows what all the regulations are," says Elizabeth R. Nelli, assistant director in the division of teacher education and certification.

The Blue Grass State's problem is not unique. Across the country, experts say, teacher education has been overregulated to the point of minutiae, resulting in a system that has discouraged innovation and encouraged rigidity.

Even worse, experts maintain, the tangled web of state policies and procedures that govern teacher education has produced the illusion of quality control where none exists.

Rarely, if ever, do states shut down ineffective or substandard teacher-education programs.

Moreover, studies have found little relationship between the kinds of courses required by states and the effectiveness of a teacher's performance in the classroom.

Instead, maintains Willis D. Hawley, director of the center for education policy at Vanderbilt University, teacher-education requirements represent a "garbage can of logrolled political and social values whose main effects are to increase the obstacles to entering the profession and to trivialize the process of teacher preparation."

Most state rules and regulations regarding teaching take two forms: licensing requirements that teachers must meet before they are legally allowed to practice, and program-approval standards that individual training programs must meet if they are to stay in business.

Within this broad framework, states may specify standards for everything from admittance to teacher-education programs to curriculum requirements to exit-level standards for graduation or licensure.

The result, according to many critics, is a hodgepodge of policies and procedures that ends up telling schools of education who they can teach, what they can teach, how they can teach, and, even, how long they can teach it.

"You have so many rules and regulations," complains Joni Finney, director of policy studies for the Education Commission of the States, "that you can't hold institutions accountable, because you're dictating what they should do."

To remedy the problem, an increasing number of reformers are calling on states to stop mandating the content of teacher education and to focus instead on the quality of its graduates. For example:

- The National Association of State Boards of Education recommended in October that the policies governing teacher training become "less prescriptive and more outcome-based."

"Just as state policymakers are developing outcome measures for schools and students," the report notes, "they should begin to evaluate teacher-training programs based on desired outcomes."

- The E.C.S. advocates in a report released in November that states keep their laws governing teacher education "to a minimum."

"For flexibility," it asserts, "specifics regarding the program-review process and program requirements must be kept outside state statutes."

"In addition," the report notes, "regulatory agencies must keep rules to a minimum and attend to assessing program outcomes, rather than to setting specific course requirements and other prescriptive regulations."

- The Renaissance Group—a consortium of colleges and universities dedicated to reforming teacher training—urges in a paper released last year that states stop mandating the content of teacher preparation and focus instead on results.

"In too many states," the paper states, "the im-

Continued on Page 12

Last in a Series of Special Reports

Teaching our Teachers

WEB OF RULES

Continued from Page 11

position of excessive regulation of teacher-education programs, as well as a failure to recognize the expertise of those actively engaged in the profession, has led to an erosion of confidence in teacher-preparation programs and to the unnecessary expansion of program requirements."

- The U.S. Education Department sponsored a conference in December in which it highlighted those states that are trying to provide teacher education with greater flexibility in exchange for performance.

Today, a few states have begun to pick up on that message, including California, Florida, Minnesota, New York, Tennessee, and Vermont.

But most caution that attempts to deregulate teacher education are still in their infancy.

With distrust of teacher education running high, educators note, a substantial tradeoff of deregulation for performance is unlikely in the near future.

"I think governors are frustrated by teacher education," one observer cautions. "They don't know how to get hold of it. They don't know what it is. They're convinced that the people who come out of it are not very good. And so they're not about to give up on the controls that they perceive they have."

"The whole theme of deregulation just isn't very exciting to them," he adds.

Schools of Education: 'Highly Regulated Creatures'

Most schools of education are "highly regulated creatures," pulled in different directions by the numerous public agencies that oversee their work, says Arthur E. Wise, president of the National Council for Accreditation of Teacher Education.

Indeed, critics maintain that one of the problems with the current system is the lack of coordination and coherence regarding state regulatory efforts.

Within a given state, control of teacher education may be splintered among state legislators, the state board of education, the chief state school officer and his staff, the board of regents, and the governor.

Requirements can take the form of state statutes, case law, regulatory mandates, judicial interpretations, political pressure, or funding decisions.

Public institutions in Texas, for example, must respond to initiatives from state lawmakers, the Texas Education Agency, and the Texas Higher Education Coordinating Board—all of whom have responsibility for monitoring different aspects of teacher education and licensure.

"In one state," notes Don Ernst, education aide to Gov. Evan Bayh of Indiana, "a strong governor is able to promote a national system of certification, while in another, a governor finds that simply proposing an additional six credits to the recertification requirements poses political problems."

"Some states . . . have strong independent agencies that have greater freedom to make teacher-education policy," he continues, "while other states are dominated by legislative mandates. Advisory boards abound . . . yet such bodies are often disregarded."

"There seems," he concludes, "to be no center for the teacher-education policy process."

The result, critics say, is layers of often-conflicting rules and regulations to which colleges of education tend to respond indiscriminately. Frequently, requirements set in place one year are jettisoned the next.

In his study of a sample of teacher-education programs nationwide, the researcher John I. Goodlad concluded, "it was not so much the specific requirements as the fact of their existence and of their relative instability that stifled and ultimately turned off the creative spigot."

"Why engage in the hard work of curricular renewal, only to have the results dashed by new state requirements?" he asked. "The tentacles of the state bureaucracy reach into colleges and universities to influence teacher-education curricula to the point of prescription."

Ironically, at the same time that states increased their requirements for teacher education during the 1980's, many also created alternative-certification programs that enabled people to bypass traditional teacher training entirely.

Estimates now suggest that between 33 and 48 states offer some form of alternative entry into teaching that allows an individual to earn a teaching license without completing a formal teacher-education program.

Attending to the 'Bureaucratic'

Historically, states have tried to protect the public from incompetent educators by requiring teachers to obtain a license before they can legally practice their craft.

State licensure, in turn, has been based largely on graduation from a state-approved teacher-training program. Only recently have states also required teachers to pass a test or tests in order to be certified.

Today, state program review remains the dominant means for judging the quality of teacher education in many states. In most instances, this review consists of a team of teachers, administrators, and higher-education faculty members who visit a campus for two to four days, review documents, and interview university personnel and others to ascertain whether a particular program meets state requirements.

Those requirements, in turn, focus primarily on inputs: Does the program have the right student-to-staff ratio? Can it identify a course or courses that teach each of the competencies required by the state for licensure? Does it provide for the requisite hours of student teaching?

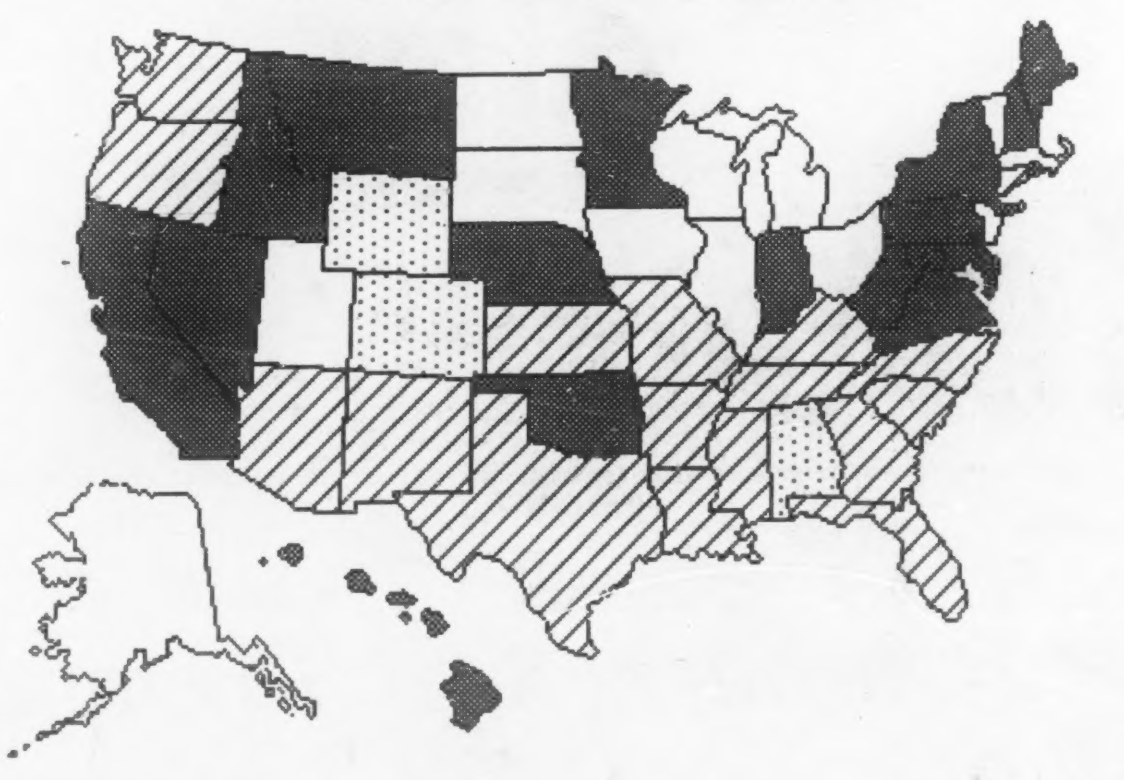
Critics describe the process as incredibly cumbersome, time-consuming, and bureaucratic.

According to Laura A. Wagner, manager of the intersegmental teaching-improvement unit within the California Department of Education, a campus with 15 separate teacher-education programs—to prepare everyone from special-education teachers to high-school biology instructors—could have as many as 60 people on campus reviewing those programs with little attention to the universitywide commitment to teacher preparation as a whole.

"Institutions are concerned about the trivial nature of the program-review process," she concludes in a paper prepared for the U.S. Education Department conference. "Many institutions feel that state reviews seem to attend to the bureaucratic without examining the substance of how well college students are prepared to become beginning teachers."

"The problem," agrees Ms. Nelli of Kentucky, "becomes how do you differentiate between what's a good and what's a bad program?"

State Teacher-Testing Programs, 1990



☐ States that test for admission to teacher-education programs only

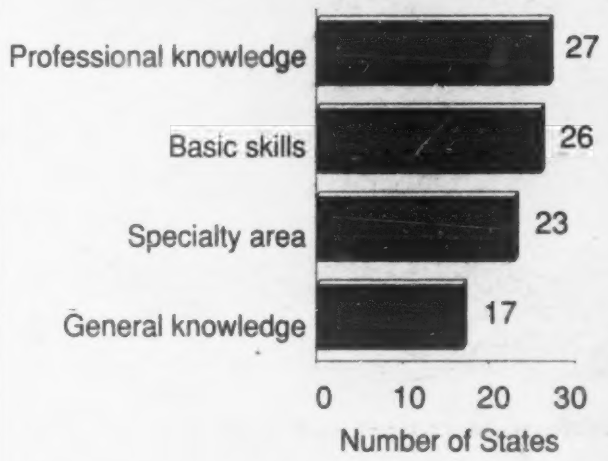
■ States that test for teacher certification only

▨ States that test for both admission to teacher-education programs and for teacher certification

░ States that have no teacher-testing requirements

Source: Educational Standards in the 50 States: 1990, Educational Testing Service

Areas Tested for Teacher Certification, 1990



Base: 36 states with teacher-certificaton testing

Source: Educational Standards in the 50 States: 1990, Educational Testing Service

Glenn Russell

"Most of the standards, including the ones we're operating on currently . . . are front-loaded," she says. "They deal with the quality of the faculty, the quality of advising services, the quality of the program."

"As long as you're looking at what goes in and not looking at performance standards at the other end," she says, "how do you know what works?"

Others maintain that inadequate training and funding for program-review teams lead to inconsistencies, misunderstandings, and hasty judgments in the application of requirements from one institution to another.

Moreover, because many program reviewers are themselves teacher educators, they are reluctant to be too harsh on their peers.

"There's a certain tendency on the part of people to want to be as generous to each other as they can be," Mr. Wise of NCATE says. "Logrolling, as I remember the technical meaning of the term, means you scratch my back and I scratch your back."

A 'Patchwork Effect'

Few accuse a malevolent hand of producing the current amalgam of teacher-education requirements.

Instead, educators note, state rules and procedures have accreted over time, reflecting the waxing and waning interests of policymakers and special-interest groups.

In some instances, Ms. Finney of the E.C.S. says, teachers have requested requirements as a way to control access to the profession.

In other cases, Mr. Hawley of Vanderbilt says, regulations developed from a "real sense of concern about children."

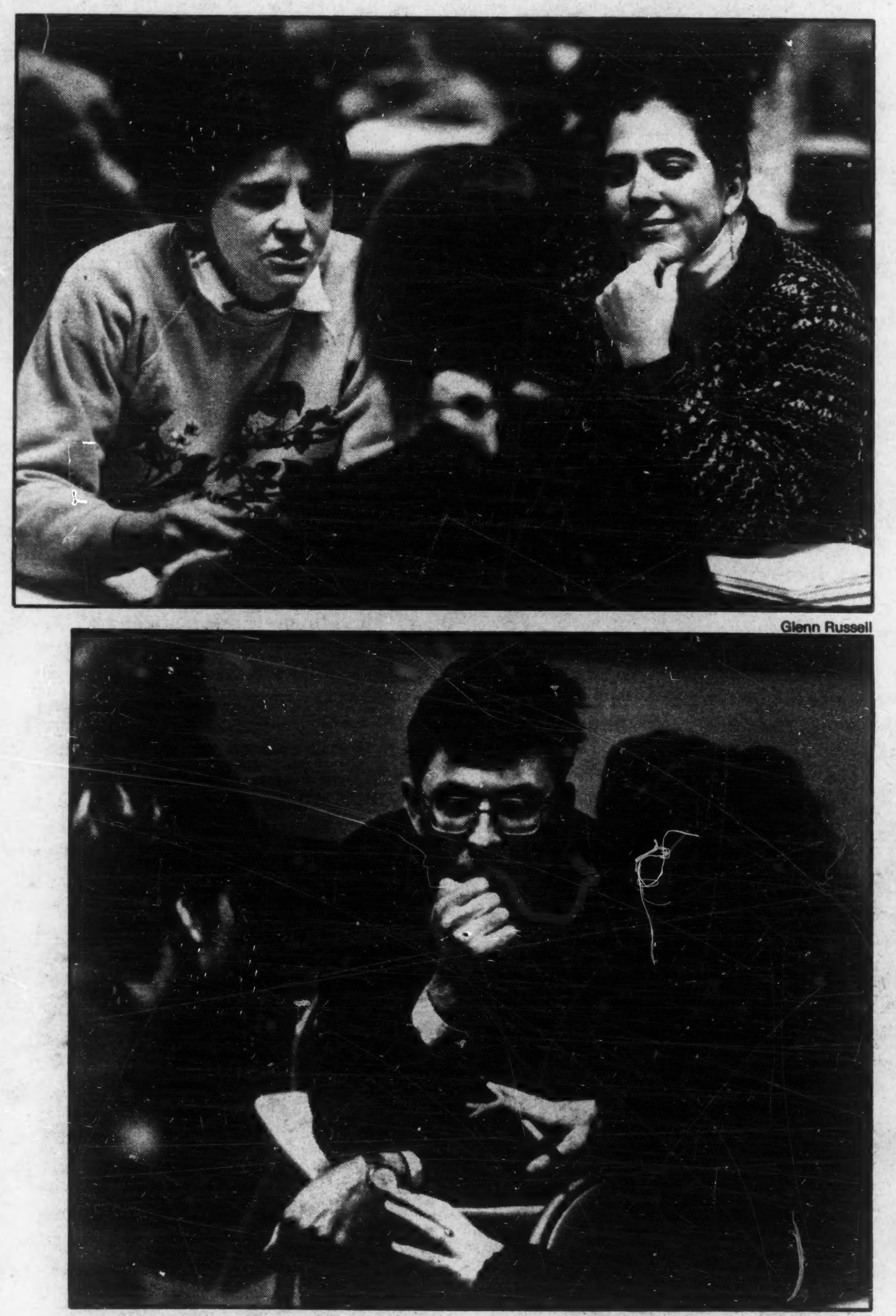
Physical-education teachers, for example, might lobby to ensure that their successors have training in kinesiology or sports medicine. A state lawmaker who attends a conference on student discipline might decide that all teachers in his state should learn assertive-discipline techniques. And legislators might want every teacher to complete a course in the state's history.

"It looks harmless enough," Mr. Hawley cautions, "but for every requirement, it's two units less of something else, like calculus or world history."

"It's pretty clear that virtually none of the requirements come out of a careful analysis about whether, if you take this course or that course, you'd be better as a teacher," he adds.

At the university level, says Edward R. Ducharme, interim dean of the college of education and social services at the University of Vermont, the tendency is to respond to such requirements in a "kind of knee-jerky way."

"O.K. You want that? We'll put a course in," he says. "Now it's in a course, and it's a checkoff, versus asking whether a person



Glenn Russell

Students in a methods class at the University of Vermont, left and top, practice their interviewing techniques in preparation for upcoming interviews with elementary-school students. Russell Agne, above, is the professor of the class. State officials have agreed to develop a new results-oriented alternative to the existing approval process for the state's teacher-training programs.

can actually do it."

The result, Ms. Nelli says, "has been a patchwork effect."

"You add on a patch here and a patch there," she notes. "What you emerge with is a system that's made up of bits and pieces that have been tacked on over the years," with little attempt to weed out duplication or inconsistency.

'Caught' in the Middle

States' attempts to position themselves on the cutting edge of reform by adopting policies and procedures that differentiate them from their neighbors have also led to confusion and chaos, according to Richard C. Kunkel, dean of the college of education at Auburn University.

"In the quest to be on the cutting edge and to have higher standards than the people around them," he asserts, "states are constantly in competition with each other."

"They want to show that they're giving more attention to early-childhood education, or they have raised their standards for science teachers," he explains. "But what that really causes for the teacher—the client in the field—is a mess."

"As candidates move from one state to the other," he notes, "they buck immediately into the new regulations of that state."

The most egregious example, according to Mr. Kunkel, is the different configurations for licensing teachers by grade level from one state to the next. While one requires a middle-school certificate, for example, another licenses teachers for kindergarten through grade 9.

"Then, when a candidate tries to move from one state to another," he argues, "they're caught in it."

A 'Disincentive' To Change; An 'Alienating' Influence

Many critics charge that the overly prescriptive approach to the regulation of schools of education has hindered efforts to improve teacher training.

According to the NASBE report, such close regulation of teacher-training programs has created a "disincentive for schools, colleges, and departments of education to change the manner in which they train teachers and has alienated many deans and professors of education."

"These efforts to regulate every facet of teaching," it adds, "ignore its inherent complexity."

In recent years, says Thomas J. Switzer, dean of the college of education at the University of Northern Iowa, burgeoning state requirements have also made it difficult for undergraduates to complete their teacher-training programs within four years.

Beyond that, he adds, "the further you get into regulation, the less opportunity you have for faculty to craft, to take ownership in, and to be proud of their teacher-preparation program."

In the end, many critics allege, trying to improve teacher training through rules and regulations provides a "quick and dirty" solution to a complicated problem.

In a nationwide study of state rules and regulations governing entry into teaching, Marilyn M. Scannell, coordinator of school-university cooperative programs at the University of Maryland at College Park, found that those states with the most restrictive regulations spent the least money on public education and had the lowest proportion of college-educated residents.

"What it led me to conclude is that these were pretty quick and dirty fixes," she maintains, "rather than a substantial investment in really reforming teacher education."

'Political Pressure'

Many critics stress that policymakers and others need to resist the temptation to equate excessive regulations with quality.

In the Southern states, which have some of the nation's most stringent teacher-education requirements, notes David C. Smith, dean of the college of education at the University of Florida at Gainesville, no institution has been denied authority to prepare teachers in the past 10 years.

"When a state judges that a program is inadequate, there is often political pressure brought to bear to keep it operating," Mr. Wise of NCATE says.

"It's very easy to subscribe to the general proposition that we should have quality teacher education for all of our teachers," he notes, "but then you get to a remote corner of a state, and the question is, 'Are you going to allow an inferior program to operate and at least produce what appear to be teachers, or are you going to close it down and deny students in that area access to teacher education?' "

"Certainly, legislators from that region frequently believe that the former course is better than the latter," he states.

The result, according to Mr. Ducharme of Vermont, is that, "despite having allegedly rigorously defined standards and criteria, you'll see institutions that get state accredited or approved that can't possibly have the resources that another place does."

"It's just an endemic weakness of the system," he adds.

Agrees Howard Mehlinger, former dean of the school of education at Indiana University: "Right now, with the current regulation system, all we know is that all of us are approved. And we suspect that there are some programs that aren't very good."

To remedy that situation, the NASBE report urges that, "when appropriate, state boards should be prepared to deny approval—and funding—to programs that consistently graduate an unacceptable number of inadequately prepared teachers."

Similarly, the E.C.S. document argues: "State leaders must be willing to terminate programs judged inadequate and to reallocate financial resources to institutions with effective programs."

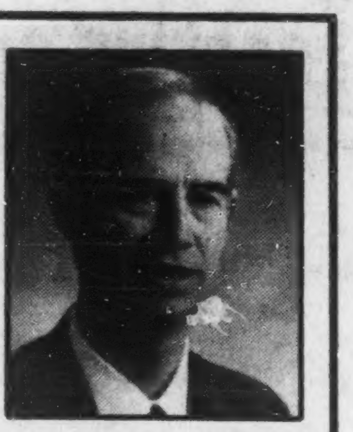
Waivers Rarely Used

In recent years, a number of states have also turned to state licensing exams to ensure the quality of prospective teachers.

According to a report from the Educational Testing Service, by 1989-90, 39 states required such tests either for entry into teacher-education programs or prior to certification. In addition, three more states were in the process of validating such exams.

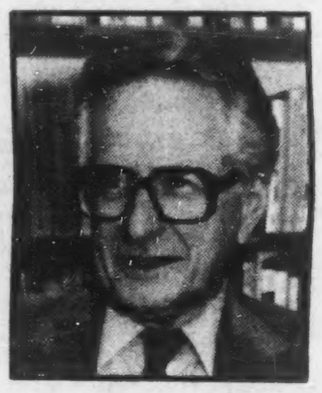
Theoretically, experts maintain, the use of such outcome measures should reduce the reliance on other forms of regulation to monitor teacher education. But such has

Continued on Page 15



Teacher-education requirements represent a garbage can of logrolled political and social values.

–Willis D. Hawley



The tentacles of the state bureaucracy . . . influence teacher-education curricula to the point of prescription.

–John I. Goodlad

Institutions are concerned about the trivial nature of the program-review process.

–Laura A. Wagner

As candidates move from one state to the other, they buck immediately into the new regulations of that state.

–Richard C. Kunkel

WEB OF RULES

Continued from Page 13

not been the case, they say.

"It should go down, but it hasn't, because we've built all these bureaucracies and practices," Mr. Kunkel of Auburn says.

Others note that the poor quality of such exams—combined with a lack of trust in the ability of teacher educators to plan their own curricula—has led both systems to remain in place.

Although some states offer waivers from existing rules and regulations to universities that wish to plan innovative teacher-education programs, such policies are rarely used.

In California, for example, experimental and alternative teacher-education programs are potentially exempt from a number of state requirements. But Ms. Wagner notes that only two such programs have been approved in the past few years, "chiefly because the . . . design and reporting requirements for approval of such programs are perceived as formidable and 'chilling' " by colleges and universities, and "not worth the extra effort required."

"Waivers are difficult to prepare. Waivers are difficult to defend," explains David G. Imig, executive director of the American Association of Colleges for Teacher Education. "And you've got to be prepared to do that. And so few institutions, in fact, make use of that option."

More radical deregulation is needed, he argues, "before we're going to get the kind of creative experimentation that has to take place" in teacher preparation.

"The real problem," he adds, "is that the absence of resources is going to make that very precarious and very difficult."

Making a Tradeoff: Deregulation for Results

Nonetheless, a few states have begun to offer colleges and universities greater freedom from regulations in exchange for better results:

- In August, university presidents and state policymakers in Vermont signed a compact in which higher-education leaders agreed to develop a new results-oriented alternative to the existing state program-approval process.

In exchange, the state board of education has agreed to suspend any program-approval visits for the next two years.

"This is a trade—deregulation for results," says Richard P. Mills, the state's commissioner of education. "We would rather have substantial deregulation in return for higher performance."

The Vermont Higher Education Council has appointed a panel of university presidents and teacher educators to develop the new outcome-based system. Their recommendations are due out this spring.

Presidents from each of the state's colleges and universities also are scheduled to attend a conference next month at which they will present plans for reforming teacher education on their campuses.

- Last year, the Florida legislature passed a law designed to free colleges and universities to develop "varied and innovative teacher-preparation" programs, while being held more accountable for results.

Under the statute, members of the state university system will have to receive accreditation from both the state and NCATE. Nonpublic institutions can either seek joint approval or use an alternate process that will be based primarily on "significant, objective, and quantifiable" measures of their graduates' performance.

In addition, beginning in July 1995, both public and private institutions will have to meet new outcome measures, to be developed by the state's Education Standards Commission, in order to maintain program approval.

Further, the new law requires that by July 1995, the state create "standards of excellence" that could be used to recognize outstanding teacher-education programs and, perhaps, make them eligible for additional funding.

- California is also exploring ways to revise its program-approval standards. A law passed in 1988 calls for an Accreditation Advisory Panel to review current procedures and make recommendations this year regarding the creation of a nongovernmental entity that might be charged with reviewing teacher-education programs.

According to Ms. Wagner, the state is moving away from the specification of higher-education courses to procedures that would rely more heavily on assessing what future teachers know and can do.

- New certification requirements adopted by the New York State Board of Regents in May 1989 no longer require approved programs to offer a specific number of credits, as they did in the past. Instead, they focus on what teachers should know and be able to do upon completion of the program.

The requirements will take effect in September 1993.

- In 1987, the Minnesota legislature directed the state Board of Teaching to devise a new system for evaluating teacher-education programs. Under the proposal, which is being phased in over a five-year period, each institution in the state must devise its own outcome measures for teacher education, based on a list of skills, dispositions, and knowledge adopted by the board.

Once those outcome measures are approved, says Kenneth L. Peatross, the board's executive secretary, they will become the basis for evaluating a university's teacher-education programs.

"We will hold people accountable for a scenario that we have approved and that they are committed to," he explains, "rather than the more traditional ways of looking at inputs, in terms of courses and that sort of thing."

- As part of a sweeping education-reform law adopted last year, the Kentucky legislature created a professional-standards board to monitor the teaching profession.

One of the board's primary tasks, according to Ms. Nelli, is to revise and streamline the existing system for teacher licensure and program approval.

Eventually, she anticipates, those requirements will focus on the development of an outcome-based system, similar to the one now being developed for grades K-12 in the state.

A Time of 'Academic Freedom'?

Observers say it is too soon to tell whether such initiatives will provide greater freedom for teacher-education programs.

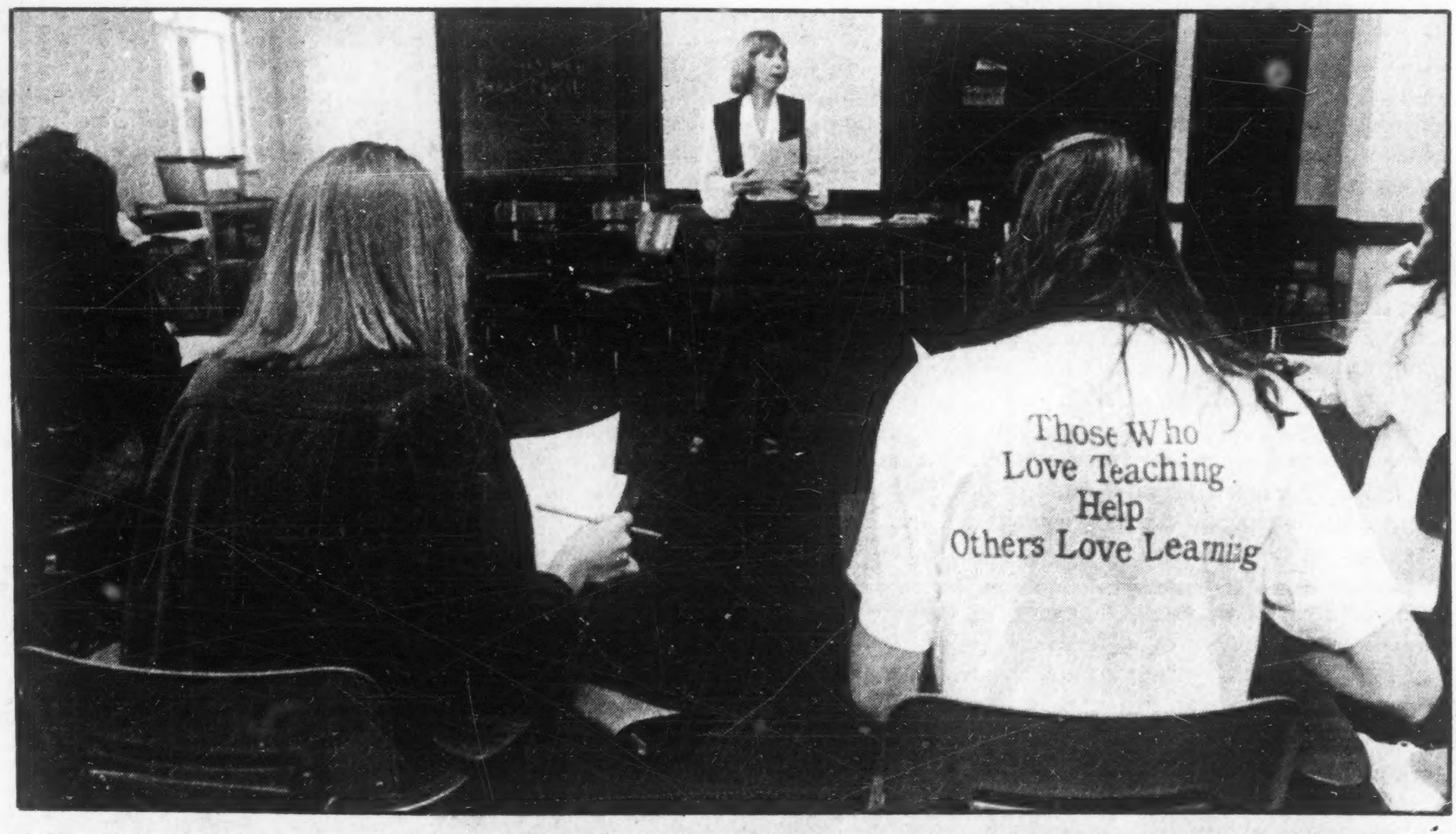
But they caution that providing greater flexibility and more accountability in teacher preparation may be easier said than done.

Several years ago, for example, Tennessee decided to replace its system of program approval and licensure with one based on a streamlined set of standards regarding what teachers should know and be able to do.

Under the plan, all prospective teachers must major in an academic discipline; take more general-education courses; and participate in an expanded clinical experience, including either a one-year internship or a full semester of student teaching followed by an entry-year program for beginning teachers.

Rather than having to offer a prescribed set of courses, individual institutions are now free to develop their programs as they

Continued on Page 16



Timothy Davis

A few states have begun to offer colleges and universities greater freedom from regulations in exchange for better results. But observers caution that accomplishing such objectives may be easier said than done.

The further you get into regulation, the less opportunity you have for faculty . . . to be proud of . . . their program.

–Thomas J. Switzer

When a state judges a program inadequate, there is often political pressure brought to bear to keep it operating.

–Arthur E. Wise

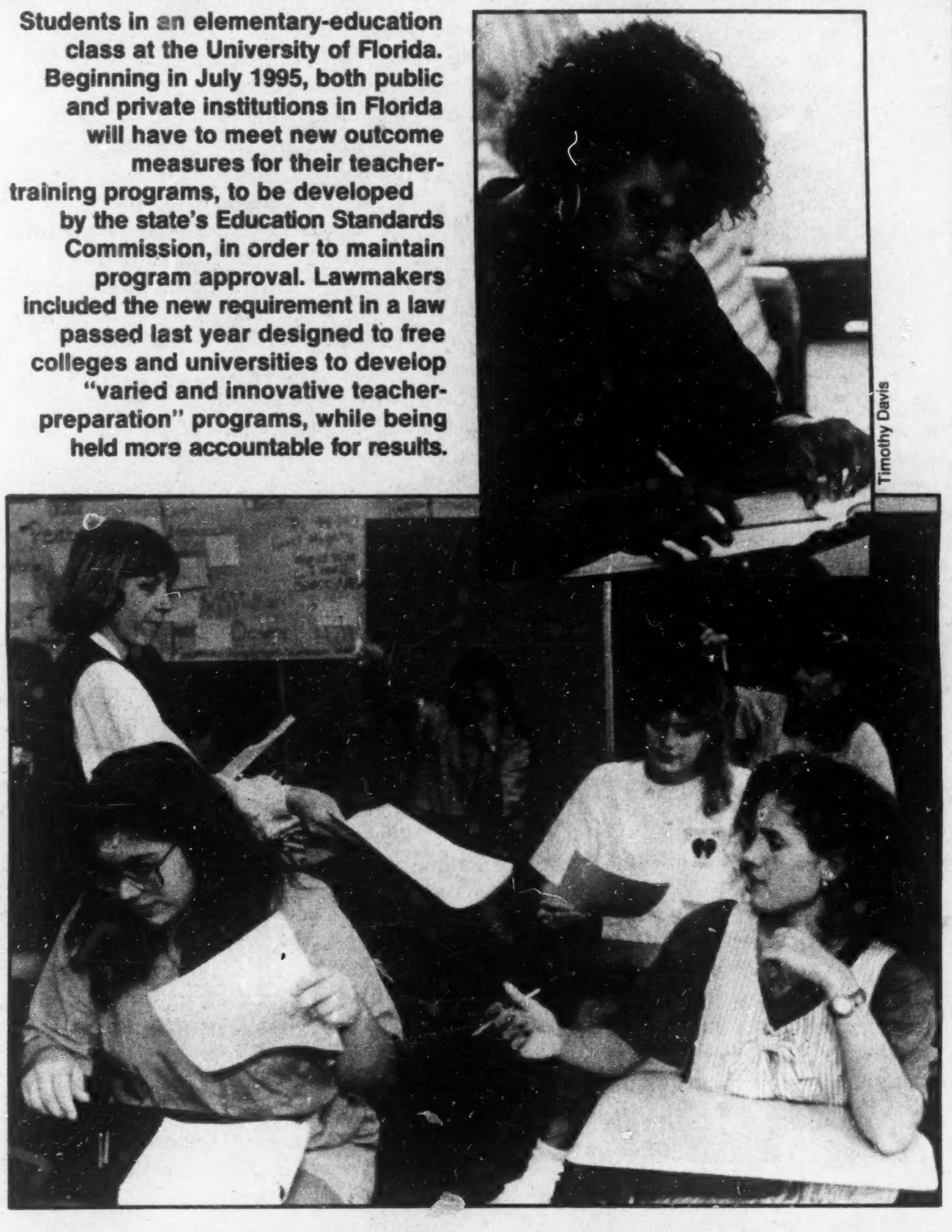
We would rather have substantial deregulation [of teacher education] in return for higher performance.

–Richard P. Mills

What we have to do is reach some agreement about what it is teachers should know and be able to do.

–Joni Finney

Teaching our Teachers



Students in an elementary-education class at the University of Florida. Beginning in July 1995, both public and private institutions in Florida will have to meet new outcome measures for their teacher-training programs, to be developed by the state's Education Standards Commission, in order to maintain program approval. Lawmakers included the new requirement in a law passed last year designed to free colleges and universities to develop "varied and innovative teacher-preparation" programs, while being held more accountable for results.

Timothy Davis

WEB OF RULES

Continued from Page 15

see fit and to justify whether they meet the new standards on a case-by-case basis.

According to Connie Smith, director of teacher education and accreditation for the state, the new standards have heralded a time of "academic freedom and institutional autonomy in Tennessee."

But that view is not shared by everyone.

"The intent was deregulation," says Richard Wisniewski, dean of the college of education at the University of Tennessee at Knoxville. But after teams of teachers, administrators, and teacher educators began to develop the list of skills and competencies expected of teacher candidates in particular areas, he explains, the streamlined set of rules and regulations burgeoned into more than 100 pages of requirements.

"Unfortunately," Mr. Wisniewski says, "it has not served to free us up. The very length of those materials means that everything has to be dealt with, talked about, checked off."

Agrees Mr. Hawley of Vanderbilt: "The standards are now so voluminous that there are many people here who feel that they are not a whole lot different" from what came before.

"The profession did it to itself," he adds. "Three years ago, the basic policies were terrific. It looked like real deregulation."

Now, he says, it is difficult to tell.

'Overly Simplistic'

Others warn about the difficulty of developing appropriate outcome measures that can be used to evaluate teacher-education programs.

According to Donald J. Nolan, deputy commissioner for higher and continuing education in New York State, most teacher-education programs currently base their judgments about students primarily on "individual observations of student-teaching performances and on evaluations by cooperating teachers and supervisors, with no structured means of evaluating overall program effectiveness."

"What we have to do," argues Ms. Finney of the E.C.S., "is reach some agreement about what it is teachers should know and be able to do. And I don't think people have really reached agreement on that."

"I think it's going to be difficult to really figure out what we expect," she adds, "and then the question is: How do you assess it?"

To help the University of Vermont move toward a results-oriented system of program approval, Mr. Ducharme sent a letter to 30 of his colleagues nationwide, asking them what the phrase brought to mind.

The 14 replies he has received so far have not been particularly encouraging.

One respondent warned that judging an institution's quality based on the success of its graduates was "overly simplistic."

"Other variables outside the school, college, or department of education influence results," the respondent noted.

Another cautioned that Vermont's compact "might in the final analysis be meaningless if . . . your state, as ours, will not deny program approval to any institution in the state."

Yet another worried about what would happen if the state prescribed the results that institutions must meet, instead of allowing colleges and universities to devise their own outcome measures.

Moving Toward a More National System

In addition to exploring the use of outcome measures to evaluate teacher-education programs, states are considering linking their program-approval process with that of NCATE, the national body that accredits teacher-education institutions.

At present, NCATE provides voluntary national accreditation to only 500 schools nationwide, out of more than 1,200 that offer teacher training.

The result, according to Mr. Wise, is a "two-track accreditation system": one for those who choose to measure up to NCATE standards, and another for those who do not.

Only three states—Arkansas, North Carolina, and West Virginia—currently require their teacher-education institutions to earn NCATE accreditation in order to stay in business.

Another 19 states have some kind of cooperative arrangement to tie their state program-approval process more closely with NCATE, but those agreements are primarily procedural in nature.

In other states, institutions that wish to seek NCATE approval must go through a time-consuming and redundant process at both the state and national levels.

Striving for Quality

In the past, critics have targeted NCATE's standards for being as bureaucratic and ineffectual as those of many states.

But since the organization's new standards took effect in the fall of 1988, approximately one-third of the colleges and universities that have applied for accreditation have been rejected.

As a result, some argue that if states were to require NCATE accreditation for all teacher-education programs, the most ineffective ones would be put out of business.

"I wouldn't minimize what could be accomplished by requiring NCATE accreditation," Mr. Smith of Florida says. "I think you'd probably lose 30 percent to 50 percent of the institutions nationwide" that now prepare teachers.

Agrees Donald J. Stedman, dean of the college of education at the University of North Carolina at Chapel Hill: "I think the chance of having a set of standards that focuses on up-to-date research and on quality is more likely to be got from national than from state standards, which are more affected by non-quality issues like the supply and demand of teachers or by political issues."

According to Mr. Wise, in the established professions—such as law, medicine, architecture, and engineering—only professionally based, national accrediting associations set and enforce standards for professional education.

States, in turn, support those standards by requiring licensed practitioners to have graduated from nationally accredited programs. But they do not pursue program-approval measures of their own.

He argues that the move toward a "common national system of teacher-education accreditation" would make it easier for teachers to move from one state to another, reduce duplicative efforts, and apply more rigor to teacher-education programs.

And his organization is actively pursuing that objective with such groups as the Council of Chief State School Officers and the National Association of State Directors of Teacher Education and Certification.

'Plenty of Targets To Shoot at'

For now, however, Mr. Wise's proposal can expect to run into substantial opposition.

The refusal by the National Board for Professional Teaching Standards to require candidates sitting for voluntary, national teaching certificates to have graduated from an accredited teacher-education program was seen by many as a major blow in the move toward national accreditation.

In addition, many institutions continue to complain about the quality and implementation of the new NCATE standards and the costs of seeking the group's approval.

"Over the years, NCATE has given people plenty of targets to shoot at," concedes Mr. Kunkel, who used to be the organization's executive director.

But, he cautions, "We really hurt the profession when, because we may or may not have confidence in NCATE, we discredit the place of national accreditation in general."

"All the other professions have linked accreditation pretty heavily to either licensure or certification," he notes. "We're just acting as if we're amateurs when we don't accept that."

A 'Control Issue'

Currently, observers note, there is a greater chance to develop a national consensus about the requirements for teacher education, certification, and licensure than at any time in history.

For example, 22 states now use the National Teachers Examinations, developed by the E.T.S., to license prospective teachers. And more states may choose to do so, based on revisions of the tests now under way.

Similarly, the creation of the national standards board for teaching—which will develop advanced assessments of what teachers should know and be able to do—could lead to greater uniformity in the standards that states use both to approve teacher-education programs and to license educators.

Already, some states are trying to make it easier for teachers to move from state to state—and to avoid duplication—by entering into reciprocity agreements or by forming multistate consortia to develop teacher licenses and examinations.

The result could be a much more streamlined and rational system of teacher-education requirements, observers hope.

But Mr. Stedman of the University of North Carolina cautions that, for such efforts to succeed, states will have to overcome what he views as a "control issue" regarding teacher education and licensure.

"I think there's an interest among states in not deferring to the national level exclusively," he notes.

"In some cases, states think, 'It's our job. How can we give it away?' " he says. "There's also a suspicion of the outside . . . and a nervousness that national standards may not respond to what most states think are needs that they have that are different from those of other states."

Whether such problems can be overcome, he and others note, remains to be seen. ■

This special series on teacher education has been underwritten by the John D. and Catherine T. MacArthur Foundation.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 29 · April 10, 1991

© 1991 Editorial Projects in Education / $2.50

Tex. Judge Gives Another Chance On Equity Order

Vows Drastic Steps if No Accord Is Reached

By Lonnie Harp

A Texas judge last week cut off state funding for the public schools and threatened to halt local spending as early as next Monday if legislators do not produce an acceptable solution to the state's intractable education-finance dilemma.

Lawmakers, who were unable to agree on a finance-equity bill by the April 1 deadline set by the state supreme court, began a new round of discussions last week after District Judge Scott McCown froze about $2 billion in state school aid.

The shutoff of state funds essentially gave legislators two more weeks from that point to find a solution, since schools had by then already received their April state-aid checks. But as the legislature worked toward a solution that has eluded it over the past two years, Judge McCown ordered plans to be prepared for an alternate finance formula that observers said would cost wealthy school districts "hundreds of millions of dollars."

The judge ordered a survey of the finances of each of the state's 1,052 school districts and appointed Lynn M. Moak, a deputy commissioner of the Texas Education Agency, to draw up a school-finance plan for the remainder of this year and next year based on existing school revenues.

The money would be collected by the state and distributed to districts based largely on their local tax rates—a severe blow to high-wealth areas, which can afford to tax their valuable property at low levels.

Judge McCown said that, in lieu of a finance plan, he will also rule April 15 on a request by poor school districts to cut off local spending until a new system is accepted, as well as on a state request for more time to draft a new formula.

Continued on Page 19

After First Year, Ky. Reforms Called 'on the Move'

Little Tax Backlash Is Detected

By Lonnie Harp

Stanton, Ky.—Having grown up here in Powell County, on the western edge of Appalachia, Superintendent Jim Potts knows that school officials who push for higher taxes often do not last long.

But this year, Mr. Potts readily admits, things are different. A local tax increase helped leverage $1.3 million in new state funding, a windfall that he hopes will finally enable this poor school district to buy more than futility.

A year after Kentucky launched what has been described as the nation's most comprehensive education-reform plan, many students in Powell County are finishing their first year in a school with a librarian, counselor, full-time art classes, aides assigned to assist potential dropouts, and watertight roofs—all luxuries for a county where property taxes generate just $116,000 a year.

So, as spring fills the woods that rise around the Red River gorge here with clouds of crimson buds, Mr. Potts sees a similar process of rebirth going on in his 2,500-student school system.

Continued on Page 20

Lonnie Harp/Education Week

Ray Corns, who as a judge in 1988 ruled Kentucky's school-finance system unconstitutional, is running for lieutenant governor.

Federal Role Remains Sticking Point In Goals Talks, Participants Admit

By Julie A. Miller

Washington—The National Education Goals Panel remains divided over the federal role in meeting the goals, measurement of the federal effort, and Congressional involvement, some participants in the process and other sources say.

Furthermore, they warn, the divisions among the governors and Bush Administration officials who are the decision-makers in the process could undermine the enterprise.

With a set of recommendations from its expert resource groups in hand, the goals panel appears to be well on its way toward selecting measures to assess the progress of the nation's education system toward the goals.

But Gov. Roy Romer of Colorado, chairman of the panel, said he is growing "impatient" because Republican members are reluctant to discuss a framework for evaluating the efforts of the federal government.

While Roger B. Porter, President Bush's domestic-policy adviser, denies that the Administration is reluctant to assess its own efforts, he disagrees about the relative importance of such an endeavor.

In an interview, Mr. Romer, a Democrat, said: "We have not done one piece: the federal piece. That is one piece I have serious concerns about."

"There have been differences of opinion among the governors and the Administration," the Governor added.

"Some feel it's an afterthought and not one of the main purposes of our body," he said. "Some feel this is only an outcome-based assignment, and there is nothing to

Continued on Page 26

Local Foundations Form New Coalition To Aid Poor Youths

By Jonathan Weisman

Thirty of the nation's largest community foundations last week announced the formation of a coalition to help redouble their efforts to address the educational and other needs of low-income youths.

The Coalition of Community Foundations for Youth, established with organizational help from the Rockefeller Foundation, will serve as a clearinghouse and sounding board for innovative projects to promote "the intellectual, social, physical, and moral development of poor children and their families," according to a statement released by the group in Dallas at its first formal conference.

The activities of the coalition, foundation observers said, may serve to focus the attention of the burgeoning community-foundation movement more directly on problems of education and the poor—areas in which some critics have labeled community-fund efforts inadequate and overly conservative.

Last week's announcement is one of a se-

Continued on Page 15

Bill Tieman

Robin Mallory, a senior at Granby High School in Norfolk, Va., uses a graphing calculator during her pre-calculus class.

Graphing Calculator Lending New Insight Into Intricacies of Math, Advocates Say

By Peter West

Columbus, Ohio—It is a simple-looking device. Slightly larger than a regular handheld scientific calculator and replete with buttons, the graphing calculator hardly seems capable of engendering much fervor.

Yet, for several hundred mathematics teachers who gathered here for a weekend conference recently, encounters with the device seemed the stuff of a near-religious experience. Their testimonials rang out like those of a tent-revival meeting.

"It's changed my life," one beaming participant confessed to the knowing chuckles of others.

Others, novices and veterans alike, crowded into the large auditorium to exchange their personal frustrations and share their latest success stories.

At the heart of all the commotion was a device—frequently described as a cross between a traditional electronic calculator and a microcomputer—that proponents say helps give students new insight into the power and intricacy of mathematics.

"This is a damned good way to teach math," one participant declared. "I'm addicted to it."

The machine allows users to graph equations, at the touch of a button, that otherwise take hours of tedious pencil-and-paper work to understand, if they can be attempted at all.

Classroom applications are obvious,

Continued on Page 16

Also in the news

Photopress

Spotlight On Schroeder
Interview with the new chair of the House Select Committee on Children, Youth, and Families.

24

IN SUMMARY

A Win for Whittle
North Carolina school boards have the authority to contract to receive the controversial "Channel One" program, the state high court rules.
Page 4.

Busing Foes Fail
St. Louis voters have rejected a slate of candidates for the school board that pledged to seek an immediate end to court-ordered student busing.
Page 5.

Teenagers and Suicide
In the first national survey of teenagers on the subject, more than one-third say they have contemplated killing themselves, and 60 percent say they know others who have tried to. **Page 5.**

Aiming Early
The National Science Teachers Association has embarked on an effort to reform elementary-school science teaching, in tandem with its ongoing initiative to revamp high-school programs. **Page 8.**

Softening on Readiness
Bowing to parents who want more time before their children enter the 1st grade, the Texas state board has altered its policy against retention in prekindergarten and kindergarten. **Page 10.**

Fatal Midair Crash
The collision above a Pennsylvania schoolyard of a helicopter and a plane carrying U.S. Senator John Heinz killed the Senator, two students, and four others.
Page 13.

A Penny Saved
A South Carolina business-education coalition is fighting an attempt to use revenues from a 1-cent sales tax for school improvement for regular educational costs. **Page 17.**

Funding Hike Foreseen
Despite strict new budget-control rules, observers think the House Budget Committee next week will approve a fiscal plan calling for more money for education.
Page 23.

Commentary **27 and 36**
Deadlines **30**
Federal File **23**
Focus On:Research **6**
Letters **29**
Marketplace **31**
State Journal **17**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 29.

ACROSS THE NATION

NATIONAL

80,000 Women of Child-Bearing Age May Have AIDS Virus, Study Says

As many as 80,000 women of child-bearing age in the United States may be infected with the virus that causes AIDS, a new study concludes.

The study, which was published in last week's issue of the *Journal of the American Medical Association*, also estimates that about 1,800 babies born to these women each year will have the human immunodeficiency virus that causes the disease.

The report is based on the results of anonymous blood tests on more than 1.8 million infants born between 1988 and 1990 in 38 states and the District of Columbia. Since the antibodies that are measured in a newborn come mostly from the mother, the test is a better measure of the mother's H.I.V. status than the child's. But health officials believe about one-third of the babies who are born H.I.V.-positive eventually will develop AIDS.

Women in New York, New Jersey, and Florida had the highest rates of H.I.V. infection, the study found. And depending on the state, black women were 5 to 15 times more likely to be H.I.V.-positive than were white women, the study found.

STATES

Class Size Must Be Negotiated With Teachers, Ore. Court Rules

The Oregon Court of Appeals has ruled that proposals on class size must be negotiated between a school district and a teachers' union.

In its action, the appellate court last month upheld a finding by the state employment relations board in a dispute involving the Tigard School District and the Tigard Education Association.

Under state law, class size is pertinent to "conditions of employment" and thus is included on the list of items to be negotiated during contract talks, the court said.

"Substantial evidence supports . . . [the] finding that the [class-size] proposal significantly affects workload," the court said. "It determines the number of parent-teacher conferences, the number of papers to be graded, and the hours spent on assistance to individual students."

Karen Famous, president of the Oregon Education Association, said the district did not want to bargain over class size, while the union believed the issue was important.

The court's decision "affects all our members," she said. "We were thrilled."

■ **Maryland's schools are inadequately preparing and motivating students to enter scientific and technological careers and are failing generally to foster scientific literacy**, a state panel has concluded.

The Maryland Task Force on Mathematics, Science, and Technology, in a report released late last month, charges that the state "is facing a crisis" in mathematics and science education despite the fact that Maryland ranks third nationally in technology employment.

The panel found that schools in the state have produced a number of "promising" math and science programs. But, it said, there is "little evidence of coordination among these programs or a clear connection of these separate programs" to statewide education-reform efforts.

The task force recommends a four-part plan for reform that would establish math, science, and technology as priorities in grades K-12; strengthen teacher-education programs; increase the number of children with access to "stimulating learning opportunities in math and science;" and provide resources for math and science teachers.

It also recommended that the state consider assessing teacher competence, providing teachers time and additional compensation for retraining, creating a statewide demonstration laboratory for educational technologies, and establishing a state fund to compensate districts that offer competitive salaries to math and science teachers.

A Touch of Computer Class

Mary Lou Foy/The Washington Post

Jason Wasfy, 11, shows Margaret Glorius how to use a mouse at the Maret School in Washington, D.C., as part of a community-service program that pairs senior citizens with students for hourlong computer classes after school.

DISTRICTS

Dade County Schools Sued Over At-Large Election Procedures

Mayor Xavier L. Suarez of Miami joined other Hispanic citizens and black voters last month in suing the Dade County school district and local electoral officials to challenge at-large school-board elections.

Filed in U.S. District Court, the suit seeks to replace at-large elections with a system employing single-member districts, said Stephen M. Cody, a lawyer for the plaintiffs.

The board now has one black member, its chairman, and one Hispanic member.

The suit alleges that the use of at-large elections, staggered terms of office, and the current method of holding primary-election runoffs have the effect of "diluting minority voting strength and preventing black and Hispanic voters from electing representatives of their choice."

In a response filed last week, the school board denied the allegations.

Phyllis O. Douglas, a lawyer for the school board, explained that, under the existing system, five board members must each live in a particular district, but that they are elected by the entire electorate on an at-large basis. Two others run at-large with no residential restrictions.

Currently, the five members from residential districts "don't really represent the district," Ms. Douglas said. "They represent all of Dade County."

As of last week, no date for a hearing had been set.

■ **A pregnant New York City high-school student was arrested late last month after refusing to comply with the school's daily metal-detector search procedure.**

On March 21, Sarita Chance, a 16-year-old student at the High School of Graphic Communications in Manhattan, was indicted on charges of third-degree assault and resisting arrest for evading a daily mandatory search by a hand-held metal detector. If convicted, she faces up to a year in prison.

The teenager refused to submit to the screening because she feared the device might harm her unborn child.

Frank Sabrino, a spokesman for Schools Chancellor Joseph A. Fernandez, maintains that Ms. Chance was offered a personal search instead, but refused and ran to the second floor when security guards began to escort her out of the building.

Donna Lieberman, associate director of the New York Civil Liberties Union, which is representing Ms. Chance, claims that her client was not given that option, and that the search policy was unclear to students. Last school year, pregnant students were automatically excluded from the program; this year, all students are required to take part.

The search system, which has been instituted in 12 high schools in the city, is both "effective and supported by the community," Mr. Sabrino said.

A hearing in the case has been set for April 17.

■ **A former Long Island, N.Y., school-bus driver pleaded guilty last week to raping and sodomizing 16 kindergartners who rode his bus every day.**

Robert Izzo, 41, of Hicksville, N.Y., pleaded guilty in Nassau County Court to 11 counts of rape, 20 counts of sodomy, and 7

More Than a Third of Teens Surveyed Say They Have Contemplated Suicide

By Millicent Lawton

In the first national survey of teenagers on the subject of suicide, more than one-third say they have contemplated killing themselves, and 60 percent say they know other teenagers who have tried to commit suicide, a poll by the Gallup Organization has found.

The National Teen Suicide Audit—released last week in New York City and considered by Gallup a "benchmark" for further research—also showed that 6 percent of American teenagers have attempted suicide and that another 15 percent have come close to trying.

Gallup, which donated its year of work on the study, obtained written responses from a random sample of 1,152 teenagers ages 13 to 19 from November 1990 to January.

"[T]he Gallup study has taken a major step in amplifying the often-ignored cries of America's next generation," U.S. Representative Gary L. Ackerman, Democrat of New York, said in a statement.

"This study provides the first evidence that [teenage suicide] is a significant social issue," said Mr. Ackerman, who has introduced suicide-prevention legislation in the Congress and who served on the audit's advisory board.

Barry Garfinkel, head of child and adolescent psychiatry at the University of Minnesota Medical School, characterized the survey as "an important piece."

"Because it's a national survey, it's filling in pieces of the puzzle" about why adolescents hurt themselves, said Dr. Garfinkel, who has studied teenage suicide for nearly 20 years. He was not affiliated with the Gallup survey.

Family Problems Cited

Among those polled who came close to or actually attempted suicide—the third most common cause of death among youths—47 percent said family problems or problems at home had led them to do so.

Twenty-three percent cited depression as a cause; problems with friends and low self-esteem prompted 22 percent and 18 percent, respectively, to come close or try to kill themselves, the survey found.

> Nearly half cited family problems or troubles at home.

The study also showed that teenagers who had a family member who had talked about, attempted, or committed suicide were more likely to come close or attempt suicide themselves.

For the 35 percent who had talked or thought about committing suicide, it was older teenagers, the youngest children in a family, and those who knew a teenager who had attempted suicide or a family member who had talked of or attempted suicide who were more likely to contemplate it for themselves, the report said.

Of the 60 percent who knew a teenager who had tried to commit suicide, 26 percent said the attempt was successful. For 43 percent of those respondents, the teenager was an acquaintance, one-third said it was a close friend, and 4 percent reported it was a relative.

Over all, teenagers responded most often that grades in school were their greatest problem in life, with 13 percent choosing that from a list of 22 troubles. The older the students, the more likely they were to respond that way, survey results showed.

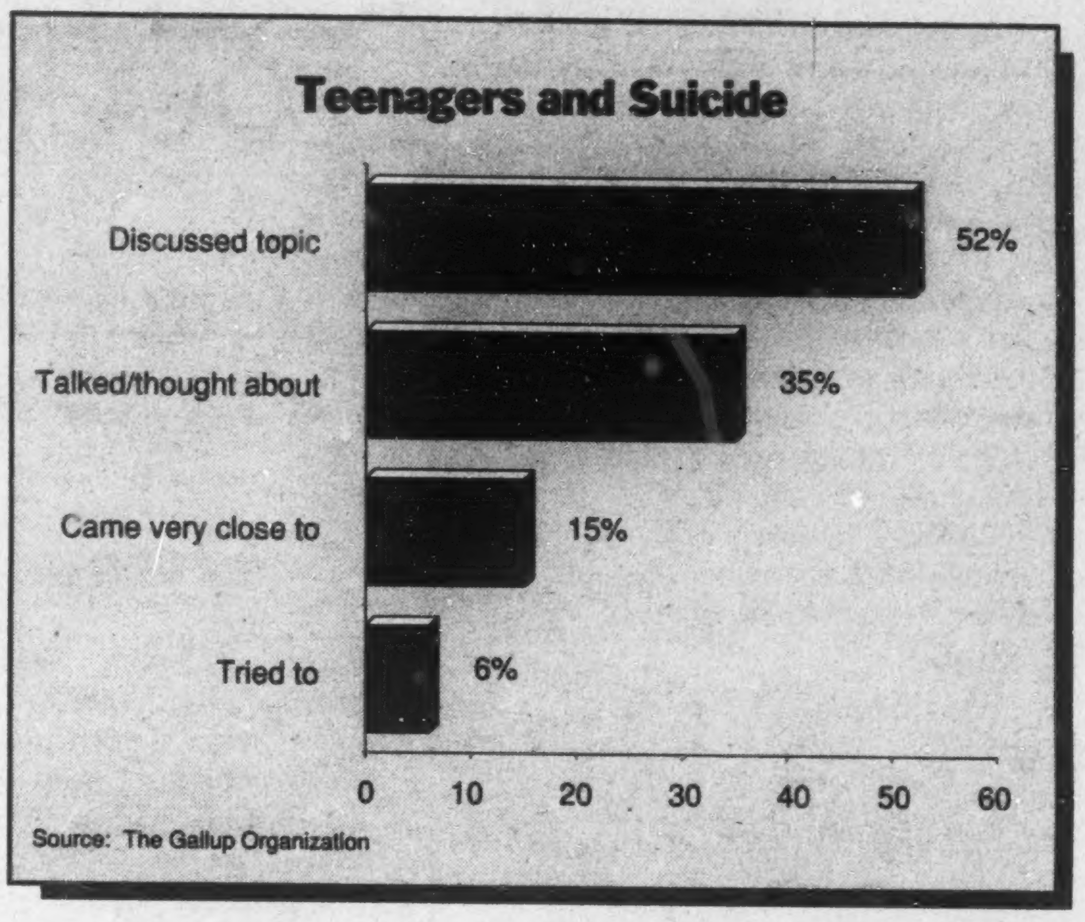
Twelve percent cited career uncertainties as their greatest problem. And between 5 percent and 10 percent of the teenagers said their chief problem was either problems in growing up, fears, being like other teenagers, getting along with parents, financing college, or drug abuse.

More than two in five teenagers polled—or 41 percent—said their school had taken steps to prevent teenage suicide. Of those, 37 percent said the school offered counseling, 19 percent said other programs or meetings were scheduled, and 18 percent reported peer-counseling efforts.

Asked what their school should do to prevent teenage suicide, respondents offered three main suggestions: having a special program for teenagers with problems, holding a special course for parents on how to be better parents, and telling students about such outside help as hot lines and drop-in groups.

Minnesota Study

Dr. Garfinkel said the Gallup data, including the figure that 6 in 100 teenagers have attempted suicide, parallel what he found in a recent study of Minnesota high-school students that has yet to be published.



Teenagers and Suicide

Source: The Gallup Organization

In light of data that about 20 in 100,000 teenagers actually commit suicide, Dr. Garfinkel said, the 6 in 100 figure is surprising because it means that, for every one suicide, there are apparently 300 attempts.

One explanation for the high rate, he said, could be that adolescents who harbor suicidal thoughts "are hiding it from the adults around them."

Many youths may try suicide, Dr. Garfinkel said, by taking pills in their bedroom, for example, but wake up the next morning and go to school as usual, never mentioning it to anyone.

Or, he said, another explanation for the rate could be that what high-school students call "attempts" are different from what researchers consider to be attempts.

Teenagers may call a plan that is half-heartedly or never carried out an "attempt" instead of a "gesture or cry for help," Dr. Garfinkel said.

Gary Hoeltke, a senior vice president at the Gallup Organization and a former school psychologist, said he was not surprised by the study's results.

Instead, he said he suspects the data that 6 percent of teenagers have attempted suicide to be conservative. "The problem may be more extensive than we think," Mr. Hoeltke said.

To find out more, Gallup plans to conduct more surveys, perhaps as often as annually, he said.

Additional suicide research by Gallup also will try to gather more data on minority teenagers and those who live in big cities, said Robert Corman, executive director of the Gallup International Institute, the Gallup Organization's nonprofit counterpart.

Minority and urban teenagers were not well represented in the current study, Mr. Corman said, noting, for example, that blacks made up just 6 percent of the survey sample while they make up about 12 percent of the general population.

St. Louis Voters Reject Slate Seeking Quick Halt to Busing

By Peter Schmidt

St. Louis voters last week rejected a slate of candidates for the city school board that had pledged to seek an immediate end to court-ordered student busing there.

Heavy voter turnout in the city's predominantly black north side was credited with helping a rival slate, which backed full compliance with a federal district judge's desegregation orders, take all four open seats on the 12-member board.

Observers of the local political scene said the 4 Candidates 4 Kids ticket galvanized support for its cause by asserting that the opposing slate, Friends and Advocates of Neighborhood Schools of St. Louis, aimed to resegregate the district.

For example, it claimed that the Friends slate had close ties to the Metro South Citizens Council, a civic organization that the 4 Candidates group says promotes racial separation.

William J. Macke, one of the losing candidates in the April 2 election and a member of the council, said the group believes "that each race has its own pride."

If it had won the election, the Friends slate would have formed a majority on the school board through an alliance with five incumbents.

"I'm absolutely ecstatic," said Pauline V. Smith, one of the winning candidates. "We beat them clearly and significantly."

Tax Proposals Approved

Voters also approved by wide margins two ballot proposals that were backed by the 4 Candidates ticket and opposed by the Friends slate: a $131-million bond issue for school repairs, and a waiver of a property-tax rollback that will provide schools with an extra $11 million.

> *"Normally, a school-board race gets a big yawn. Here you have a race that really was given just unbelievable attention."*
>
> —Kenneth F. Warren

According to local political observers, such tax proposals typically are rejected or are approved by the slimmest of margins.

The 4 Candidates slate spent more than $280,000, the most ever in a St. Louis school-board race, and mustered support from a wide array of civic, religious, political, and business leaders.

Heavy media coverage of the race apparently attracted some 20,000 more voters than expected to the polls, and most of them voted for the 4 Candidates slate, political analysts said.

"Normally, a school-board race gets a big yawn," said Kenneth F. Warren, a professor of political science and public policy at St. Louis University. "Here you have a race that really was given just unbelievable attention."

Analysts said a ward-by-ward breakdown of voting results indicated that the election pitted the city's north side, which is more than 90 percent black, against the south side, which is more than 90 percent white and has large numbers of retirees and families that send their children to private schools.

Some analysts had predicted that the Friends slate would benefit from low turnout among blacks, who constitute 42 percent of the city's registered voters.

Voter turnout in the 11 north-side wards, however, was nearly double that of the previous school-board election, and more than 95 percent of the voters in those wards cast their ballots for the 4 Candidates ticket.

"We knew from the start that black voters would win or lose this election for us," said Karen J. Isbell, the winning ticket's co-manager.

The ticket also won more than 20 percent of the vote in the largely white south-side wards, about twice the percentage that had been predicted by some observers.

Both slates of candidates campaigned against the mandatory busing of some 4,300 students pursuant to a 1980 federal-court order. They differed, however, on the means of getting out from under the order.

The Friends slate asserted that the district had done all it could to overcome racial segregation. It pledged to petition U.S. District Court Judge Stephen N. Limbaugh immediately to lift his desegregation orders.

"We felt that the money spent on busing does nothing to educate the children, and having the kids riding the bus from early in the morning to late at night does nothing to educate them at all," said Mr. Macke of the Friends slate. "It steals from their playing, and it steals from the time that could be spent on homework tasks."

The 4 Candidates slate argued that the best way for the district to win relief from court orders is to comply with them fully. That would mean lowering student-teacher ratios, repairing more than 100 school buildings, and expanding the district's magnet-school program.

The slate alleged that the members of the board allied with the Friends ticket have opposed compliance with the court's orders and have mired the district in controversy.

"We have yet to comply with the court order one day in our city," said Robbyn G. Stewart, one of the winning candidates.

The 4 Candidates slate also criticized Mr. Macke of the Friends ticket and four of the ticket's allies on the board for their membership in the Metro South Citizens Council, which the 4 Candidates group says supports "states rights" and "racial integrity."

The 4 Candidates slate also called for the resignation of the treasurer of the Friends slate, Jerome A. Tessmer, because he contributed $100 to the campaign of David Duke, the former Ku Klux Klan leader who is running for governor of Louisiana.

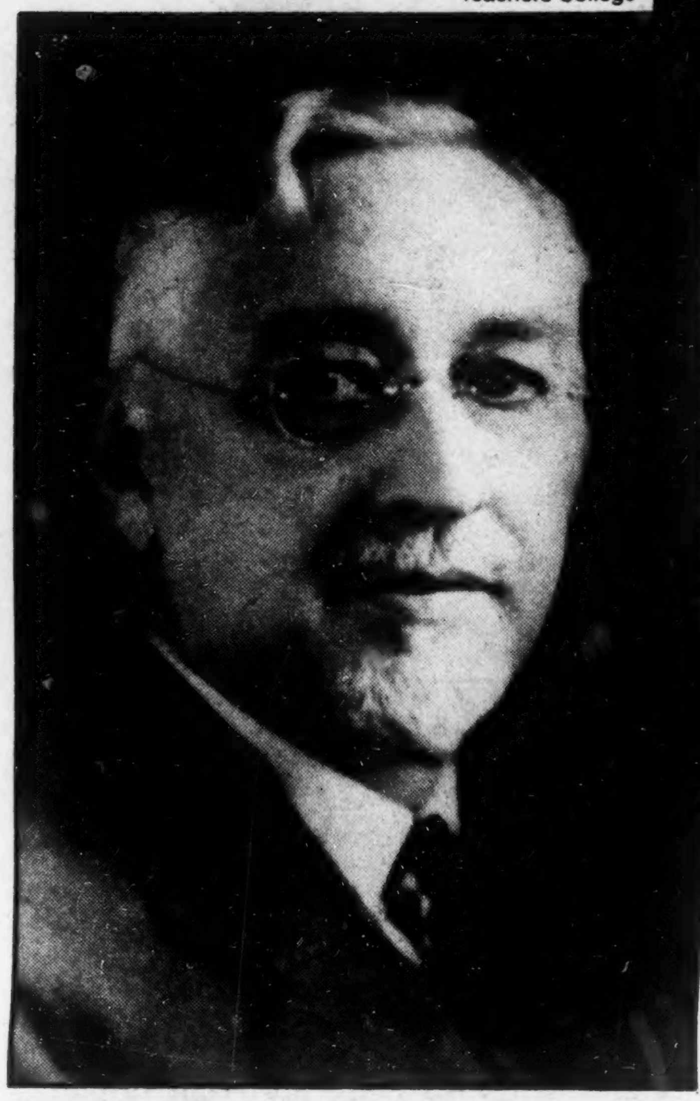
Mr. Tessmer last week defended his contribution to Mr. Duke, saying, "I give to over 50 Republicans every election year."

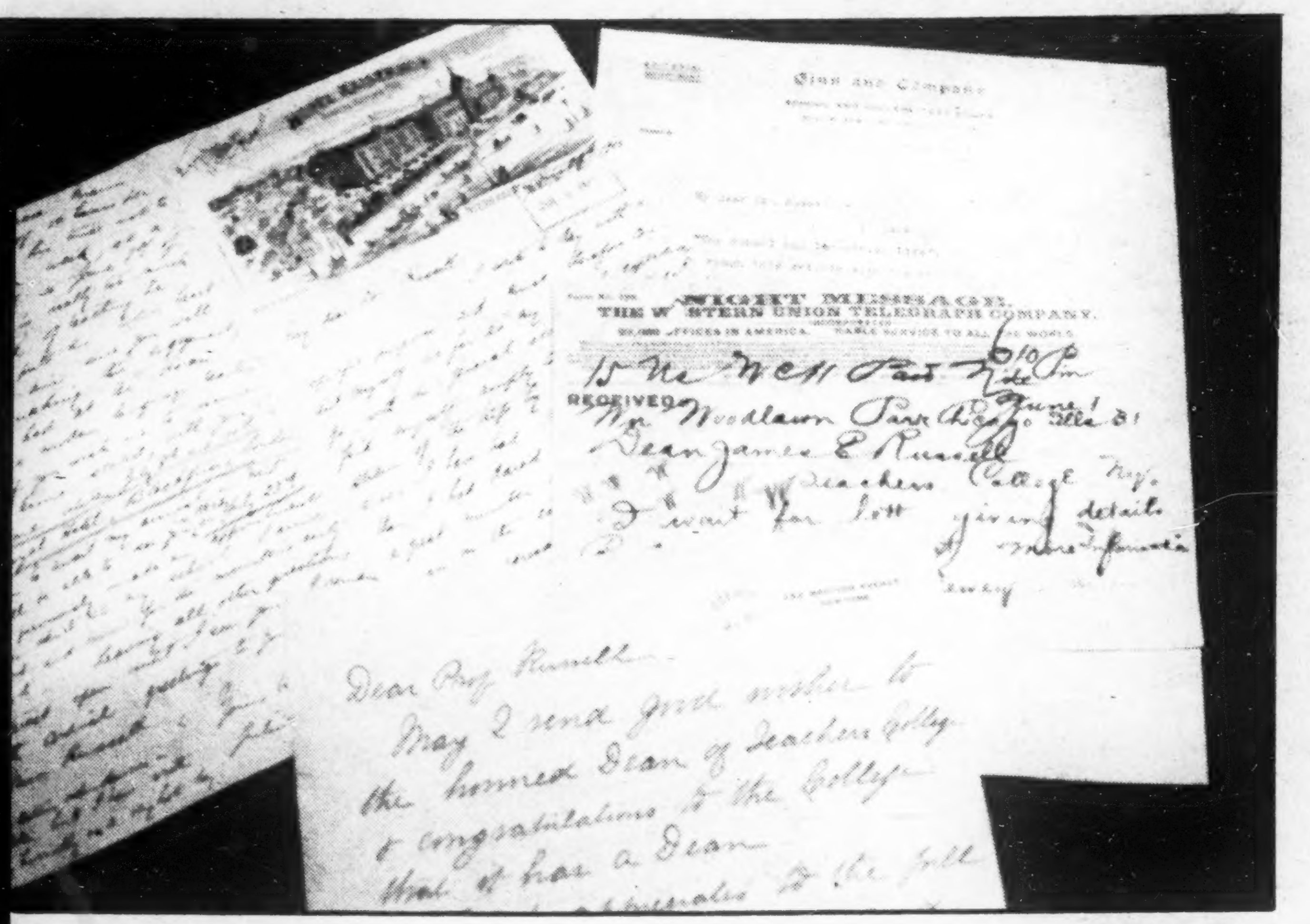
"What about the N.A.A.C.P.?" he continued. "That's pretty rotten, too. They're anti-white. Some of the people I give to might belong to the N.A.A.C.P., too."

Mr. Macke said that, contrary to the image portrayed by its opponents, the Friends slate addressed several educational issues other than busing during the campaign.

"The other side did more to stir up racial hate than we did," he said.

Teachers College





The James Earl Russell papers at Teachers College, Columbia University, include a number of priceless documents from the tenure of the college's dean. Among them are a letter from Professor Julius Sachs, on efforts to recruit a prominent German teacher; a telegram from John Dewey, awaiting word on an offer of $350; and an 1898 letter from Grace Dodge, founding trustee of the college, expressing congratulations "that it has a dean."

College.

In it, the student vowed that "my sole purpose in this life is to create a democracy of education and not by military revolution."

The student, Wen Tsing Tao, went on to become a leading educational philosopher and reformist, earning the appellation "the John Dewey of China."

A Rich Variety

The Russell collection, which covers the period 1887 to 1931 but focuses on Russell's time as dean, offers great variety.

Included are a 1904 offer made by Dean Russell to pay John Dewey $350 for 15 lectures, a 1909 request that a horse stabled next to a college building be moved because of the noxious summertime odor, and a 1915 letter from a professor visiting in New Orleans during Mardi Gras who observes, "Am glad our city is not afflicted with this hysteria."

Russell's talents as a courtier of the trustees and a smoother of tensions among faculty also come through in the papers, says Bette Weneck, a manuscript curator in the special collections department.

So too do his broad-ranging interests and his endless network of contacts, says Mr. Glotzer.

Russell may have kept his finger on educational theory or instruction in international education, Mr. Glotzer says, "but he also knew a lot of rural school superintendents and people in the 4-H movement."

'I Was Hooked'

Researchers who have used the Russell papers generously praise the collection that has proved vital to their work.

"Once I got into the papers, I was hooked," says Mr. Glotzer, who first examined the collection several years ago for dissertation research comparing the history of education in the American South with that in South Africa.

He turned up a longstanding and significant connection between Teachers College and South Africa. Many white—and a few black—South Africans studied at Teachers College in the early part of this century, he says, and that experience influenced education in their own country.

More recently, Mr. Glotzer has used the papers for a book he is writing on the history of the Carnegie Corporation of New York's philanthropic work in South Africa from 1926 to the present.

Russell himself worked at the Carnegie Corporation after he left Teachers College in 1927, and he visited South Africa twice during the 1920's and 1930's, according to Mr. Glotzer.

Carnegie also sponsored visits by Teachers College faculty to South Africa, including trips by John Dewey and Mabel Carney, a rural education professor whom Mr. Glotzer has studied.

Letters in the collection that have piqued Mr. Glotzer's interest include a request from Carney to Russell for a scholarship for the daughter of a black South African man, and others representing "a good argument" between Carney and the dean.

Kathleen Cruikshank, another researcher who has perused the Russell papers, shares Mr. Glotzer's praise for the collection. Ms. Cruikshank, a Ph.D. candidate in education at the University of Wisconsin at Madison, calls the Russell papers "tremendously valuable."

To have the papers well organized and be able to send a written request and receive in return materials that "generate more questions and broaden my thesis . . . all of these to me validate the existence of the collection," Ms. Cruikshank says.

Expressions of Friendship

The Wisconsin researcher sought out the Russell papers for her dissertation on the late 19th century curriculum-reform movement called "American Herbartianism," named after the German philosopher and educator Johann Friedrich Herbart.

Ms. Cruikshank discovered the collection last summer while tracking down information about Frank M. McMurry, a professor of elementary education at Teachers College and an adherent to the Herbartianism movement.

The Russell documents—copies of about 20 to 25 letters—have given Ms. Cruikshank crucial insight into McMurry's experience at Teachers College, she says. She learned, for example, that after unfulfilling stints at two other American universities, McMurry accepted the Teachers College post where "it appears he found fertile ground" for his ideas and a supportive administrator in Russell, Ms. Cruikshank says.

Russell even granted McMurry's several requests for leaves of absences to write books or travel to Europe.

"The support is really clear" in the letters, Ms. Cruikshank says, as is "a flexibility to accommodate McMurry's vision of teaching."

The correspondence between the two men, whose tenures at Teachers College coincided almost exactly, also reveals expressions of admiration and friendship that 65 years and yellowed paper cannot dampen.

"I am profoundly affected by your request for leave of absence next year and for retirement thereafter," Russell wrote to his colleague in 1926. "It seems like the beginning of the end to me."

Indeed, Russell ended his tenure the following year. ■

A. The basic problem facing school leaders is how to help troubled classrooms improve. That will require different strategies in different classrooms. It may mean differential training in one; a mentor relation in another; in a third, it may require transferring a couple of kids to another classroom. . . .

If policies don't help teachers and students in each classroom do their job more successfully, they are failing the only test that matters.

Q. Some research-based policies that reformers are recommending—such as eliminating tracking—appear to conflict with your notion that policies should change "classroom membership." Are these unwise?

A. I don't see a conflict. Having the ability to place students in a classroom where they will be most successful is consistent with eliminating tracking. As long as there are several classes in a grade level, it's possible to mix and match students.

Shockingly, many schools now assign kids to classes randomly. It wastes an opportunity to find out which class a child will flourish in. Teachers know a great deal about the situations a child will flourish in.

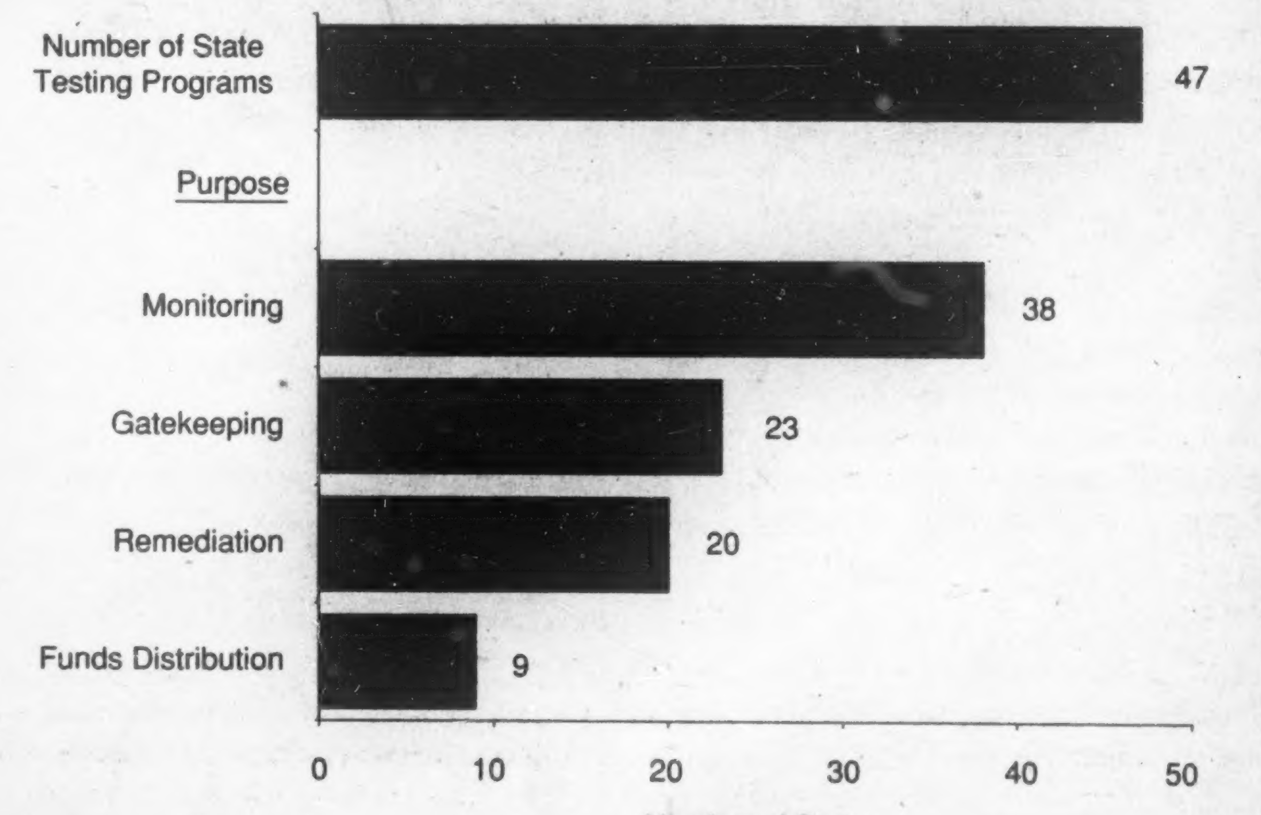
Q. In describing "the Newton solution" [a program in Massachusetts that allows parents to choose their children's classes], you write of a degree of involvement in schooling that many parents—particularly in low-income families—seldom display. Wouldn't such a program widen the gap between advantaged and disadvantaged students?

A. No, because middle-class parents are already asking principals for classroom assignments for their kids to help them succeed. What I argue is that all parents should have that opportunity. . . .

[My proposal differs from school-choice plans.] School-choice advocates are looking at the wrong kind of choice. It's really classrooms that matter. Parents can get more information about classrooms in their neighborhood schools than they can about schools in different neighborhoods. It's more practical. And it already exists. ■

DIMENSIONS

State Testing Programs and Purposes, 1990



Source: Educational Testing Service

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record Volume X, Number 30 · April 17, 1991 *© 1991 Editorial Projects in Education / $2.50*

School Programs Top States' Lists For Block Grants

Bush Proposal Is Given Little Hope in Congress

By Julie A. Miller

WASHINGTON—Governors and state legislators last week proposed that as much as $11 billion in federal education, worker-training, and child-welfare programs be consolidated into block grants.

Observers last week cautioned, however, that such an approach would radically alter the nature of the federal contribution to education and the programs offered by many schools.

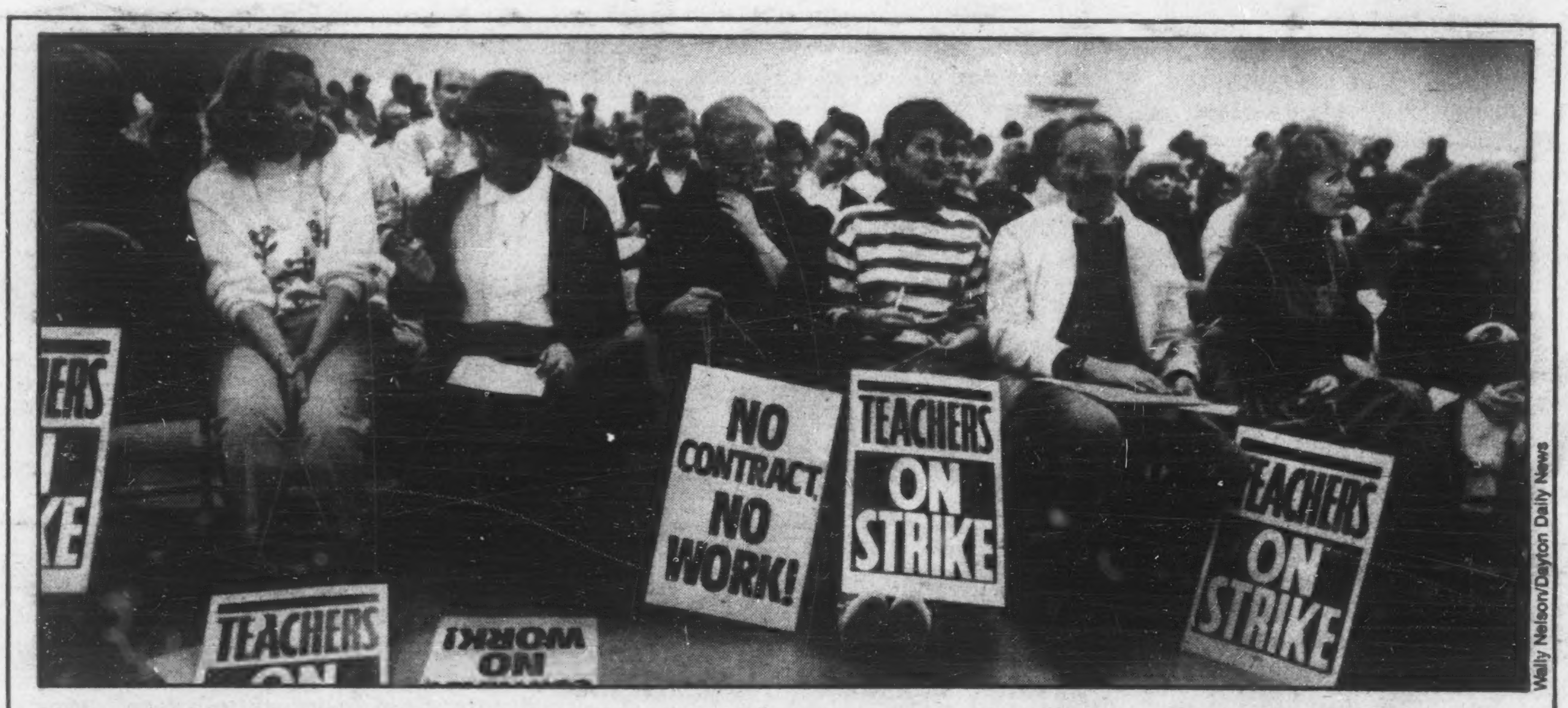
Separate proposals released by the National Governors' Association and the National Conference of State Legislatures were developed in response to a challenge by President Bush, who included block grants in his proposed budget for the fiscal year that begins Oct. 1.

Mr. Bush proposed that about $15 billion in domestic programs be turned over to the states as block grants and asked the state officials to suggest which ones. *(See Education Week, Feb. 13, 1991.)*

Only one of four education programs proposed by the Administration for inclusion in a block grant was also nominated by the N.G.A. and the N.C.S.L.—the existing Chapter 2 block grant.

The $15.4-billion N.G.A. list includes 11

Continued on Page 24



Wally Nelson/Dayton Daily News

Teachers in Kettering, Ohio, hold a strike vote in January before staging a three-day walkout—the first in the district's history.

Tight Budgets Escalate School Labor Tensions

By Karen Diegmueller

After nearly a decade of relatively harmonious labor relations, signs of rising teacher unrest have become increasingly evident in recent months, educators and union leaders say.

The new tension on education's labor front, brought on in large part by the economic recession hitting much of the nation, is seen by many as potentially jeopardizing school reforms fostered by the long era of peace.

Among the many events signaling a major shift in teacher sentiment are the following—all of which can be traced in large part to conflicts over money:

- In January, teachers in Kettering, Ohio, staged a three-day walkout—the first in district history.
- Teachers in North Kingston, R.I., struck last fall for the first time ever.
- Only 62 percent of Orange County (Fla.) Classroom Teachers Association members ratified their new contract this school year, down from the typical 90 percent passage rate for the union.
- Union leaders in South Orange-Maplewood, N.J., barely escaped jail last fall when they defied a back-to-work order.
- The California Teachers Association late this winter broadcast hard-hitting television commercials accusing Gov. Pete Wilson of trying to make budget cuts detrimental to children.
- New York City teachers rebuffed Mayor David N. Dinkins, who is once again seeking monetary concessions from the city's labor unions. "We have drawn a line in the sand, so to speak, about givebacks," a spokesman for the United Federation of Teachers said.

Continued on Page 14

Chicago Advocates To Press Lawmakers To Amend Reforms

By Ann Bradley

Supporters of the landmark reform law that created local councils to govern Chicago's schools will gather at the Illinois capitol this week to present strategies for amending the law to make its voting procedures constitutional.

Since the Illinois Supreme Court ruled last fall that the law violated the "one person, one vote" principle, members of several coalitions that support the 1988 measure have been working to reach consensus on a new voting plan.

The groups also are considering a number of other amendments to the law that would strengthen the power of the 539 local school councils and clarify their relationship to the central administration.

But reform advocates said last week they do not intend to arrive in Springfield with a lengthy list of amendments.

"We've gotten the message that it should be a short list and there should be wide consensus if we want to have a chance for them to be considered," said Margaret Morrison, director of Leadership for Quality Education,

Continued on Page 18

Building on Success, Catholic Educators Press Their Case for Private-School Choice

By Mark Walsh

BOSTON—During the past two years, Roman Catholic educators have succeeded in interjecting their longstanding advocacy of public financial support for private education into the larger debate over school choice, observers say.

Now, they say, Catholic educators appear poised to raise the stakes by working to muster grassroots support for including Catholic and other sectarian schools in any or all of the various choice proposals and experiments developing around the nation.

"What we are working for is the right for all parents to choose the schools for their children," Sister Catherine T. McNamee, president of the National Catholic Educational Association, said in an interview at the N.C.E.A.'s convention this month.

Catholic educators' desire to step up their efforts to push for the inclusion of Catholic schools in choice proposals is evident in several recent developments. For example:

- Catholic educators plan to make parental choice in education and the broadening of public and private financial support for Catholic schools a major theme at a "congress" they will hold in Washington this fall on the future of their schools.
- In passing a statement endorsing a continued commitment to Catholic schools, the nation's Roman Catholic bishops last November called for greater efforts to ensure that Catholic parents be able to send their

Continued on Page 16

Also in the news

5 **Saving for College**
The Pittsburgh schools are offering parents the chance to purchase bonds to save for their children's college.

19 **Clearing Hurdle in Texas**
Lawmakers in the Lone Star State heave a sigh of relief after they finally pass a new school-finance plan.

Math 'Gender Gap' May Be Narrowing, Researchers Report

By Debra Viadero

CHICAGO—As late as the 10th grade, girls and boys score equally well on basic tests of mathematics, preliminary findings from a national longitudinal study of high-school students suggest.

The study's findings contrast with those from previous studies that have documented a so-called "gender gap" between boys' and girls' achievement levels in math that appears around the 10th grade.

Researchers said last week that the new data are significant because they suggest that the gap may be disappearing—a phenomenon they attribute in part to the fact that girls are taking more advanced math courses than they have in the past.

"It looks like the differences between boys and girls in high school are approaching zero," said Jon D. Miller, director of the study and of the Public Opinion Laboratory at Northern Illinois University. "What we're coming to is a point in time when boys and girls are taking the same amount of math in high school and achieving at about the same level."

Continued on Page 12

IN SUMMARY

Getting Together
School officials in St. Paul and Roseville, an adjacent suburb, have approved a voluntary integration plan between the two Minnesota districts.
Page 5.

Changes for New York Schools?
A New York State panel examining the governance of the New York City school system has called for additional community districts, elected school councils, and more accountability. **Page 5.**

Computers in Schools
U.S. students have had greater access to computers, and for a longer period of time, than their counterparts in many other countries, data from a 20-nation study suggest. **Page 13.**

Jayhawk Funding Feud
Kansas lawmakers' efforts to make their state's system of funding schools more fair were bogged down last week in a politically charged battle over how to pay for the changes. **Page 19.**

Green Light for NAEP
The Congress should extend the state-level National Assessment of Educational Progress in 1994, but only on a trial basis, a panel of experts has concluded.
Page 21.

Getting the Pink Slip
Education Secretary Lamar Alexander last week acknowledged that five top-level department appointees had been fired and their positions temporarily filled. **Page 21.**

Colleges	9
Commentary	32
Early Years	8
Events	27
Federal File	21
Focus On:Teachers	6
Grants	27
Health	11
Letters	25
Marketplace	28
State Journal	19
Vocational Education	10

CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the International Reading Association.
Begins opposite Page 16.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 30.

ACROSS THE NATION

NATIONAL

U.S. School Spending Near Bottom, A.F.T. Charges in New Report

The United States spends less on education than 11 other economically developed nations, according to a report by the American Federation of Teachers.

Based on 1987 data on 15 developed nations, the United States spends 4.7 percent of its gross domestic product on education, less than the 15-nation average of 5.4 percent.

The nation spends $860 per capita on education, fifth among the nations surveyed. The per-pupil expenditure of $3,398 is sixth among the nations.

Among other findings:

- At 19 to 1, the United States has the fourth highest pupil-teacher ratio in the survey.
- U.S. schools are much larger than those of other developed nations. Elementary schools here average 352 students, compared with 186 students for the other nations surveyed.
- U.S. teachers do not earn as much as those overseas. Average pay in the 1980's ranked in the bottom third of the nations surveyed.

The report includes data on Australia, Austria, Belgium, Canada, Denmark, France, Germany, Italy, Japan, the Netherlands, Norway, the United Kingdom, the United States, Sweden, and Switzerland.

"This study lays to rest the myth that the U.S. spends more than other nations," Albert Shanker, president of the A.F.T., said in a statement. "No matter how you measure it, our investment falls short of being number one."

The report is based on data from the Organization for Economic Cooperation and Development, the Education Department, and the United Nations Education, Scientific, and Cultural Oganization.

The findings echo those of the Economic Policy Institute, which charged last year that the United States spends proportionately less on precollegiate education than 13 other major industrialized nations. *(See Education Week, Jan. 24, 1990.)*

Responding to the A.F.T. report, U.S. Deputy Education Secretary Ted Sanders said in a statement: "It's time we stopped searching for new statistics to suggest that we are not spending enough on education. In fact, education spending increased 30 percent over all during the 1980's."

Copies of the report are available for $5 each from the A.F.T. Research Department, 555 New Jersey Ave., N.W., Washington, D.C. 20001.

STATES

Miss. Supreme Court Frees Districts To Re-Negotiate Oil-Land Leases

Mississippi school districts that lease land to gas and oil companies may re-negotiate leases that are more than 25 years old, the state supreme court has ruled in a decision that will mean new revenue sources for many districts.

The so-called "Section 16" parcels are state-owned trust lands set aside to raise funds for local schools. Since 1978, school districts have controlled the lands. In many cases, the lands were long ago leased for long terms to businesses for small amounts of money. The state's high court traditionally has held that the section of the state constitution dealing with these lands does not specifically apply to oil and gas leases.

In fiscal year 1990, some 25 districts in the state—most of them in the southwestern portion—received $2.6 million from the leases. One received more than $460,000. Another 18 districts received nearly half a million dollars from mineral leases.

Typically, oil companies leasing the land receive seven-eighths of the oil and gas royalties, while the district receives the remaining eighth.

State officials estimate that the decision will mean at least hundreds of thousands, perhaps millions, of dollars for schools statewide.

■ **The Michigan Court of Appeals has overturned a set of rules for nonpublic and home schools set by the state Department of Education,** saying they were not promulgated properly under the state's rules of procedure.

The rules for home-schooling families included requirements for instruction during at least 180 days per year, mandatory social-science and science classes, and interaction with a certified teacher. The rules were challenged by Clonlara Inc., an organization that helps parents establish home schools, as well as by several home-schooling parents.

The department argued that its rules were an interpretation of state law of the type that is exempt from the state's Administrative Procedures Act.

In its April 1 ruling, however, the appeals-court panel said the department's rules "provide specific requirements not contained within the nonpublic school act," thus violating the administrative-procedures law. The court declared the rules invalid.

Jean Shane, the department's nonpublic-school liaison, said last week that the state board of education has asked the attorney general to appeal the decision to the state supreme court.

The Not-So-Great Pretender?

Students aren't the only ones who hate tests. Teachers sometimes get pre-exam jitters, too.

One substitute teacher in Arizona got them so bad that he dreamed up what state officials say was a desperate—and none too clever—plot.

The Rev. John Canales Ruiz, a 54-year old Anglican priest and part-time teacher, had failed the mathematics section of the Arizona Teachers Proficiency Exam 11 times.

Apparently daunted by the prospect of approaching more questions on plane geometry and sine curves, state education officials say, Mr. Ruiz devised his plan.

He allegedly arrived in a Tucson classroom last May to take the exam wearing a very unpriestly outfit that included a baseball cap and sunglasses. After he left the room for a bathroom break, a man wearing the same cap and glasses entered the class and finished taking the test.

The only problem, officials say, is that the man wasn't Mr. Ruiz.

A test administrator became suspicious when he noticed that the man taking the second half of the test appeared to be 20 years younger than the man who'd left for the bathroom. And then there was the matter of his very different handwriting.

When the official asked the man for identification, he left the room, and the first man returned, seemingly oblivious of any wrongdoing.

The state school board decided to send the test to the state department of public safety for a handwriting analysis, which they say confirms that there were, indeed, two testtakers. Mr. Ruiz has refused to admit any wrongdoing and was not present at the board's hearing of his case.

As a result, this month Mr. Ruiz lost his temporary teaching license.

And, just for the record, the not-so-great pretender helped Mr. Ruiz fail the exam for the 12th time. —S.K.G.

DISTRICTS

Student Gospel Choir Files Suit Over Equal-Access Regulations

A Philadelphia public high-school choir has filed suit in federal court against the city school district over its efforts to monitor the choir's personnel and repertoire.

In December the Philadelphia district issued regulations to implement the Federal Equal Access Act. Under the regulations, religious and political groups may use school grounds for meetings after hours as long as the group has no affiliation with the school or its faculty.

A spokesman for the district said that the Central High School Gospel Choir violates the regulations because its director is also a secretary at the school. District officials said that the choir may not rehearse religious music on school grounds while supervised by a staff member. If the group practices only secular music on campus, the choir director may participate.

J. Michael Considine, the lawyer representing the choir, said that the district is censoring the group, violating members' rights under both the First and 14th Amendements. The choir's gospel songs, he said, have a secular element in that they reflect the African-American cultural heritage. The district's action, he said, is "part of a frightening nationwide trend towards silencing religious expression."

The lawsuit also aims to protect the right of the director to continue working with the choir, an independent student group begun in 1987.

Mr. Considine said a settlement with the district may be forthcoming.

■ **Federal civil-rights officials are investigating an eastern Kentucky school district after a parent complained that school officials were mistreating her 5-year-old son, who has a seizure disorder.**

The U.S. Education Department began its investigation of the Pike County school district last month, according to a department spokesman, who said the complaint alleges

U.S. Near Top in 20-Nation Survey of Computer Use

By Debra Viadero

CHICAGO—Students in the United States have had greater access to computers—for a longer period of time—than schoolchildren in many other countries, preliminary data from a 20-nation study of computers in schools suggest.

According to the study, 96 percent of all elementary schools nationwide had one or more computers in 1989. Similarly, 95 percent of all junior high schools and middle schools and 98 percent of all high schools surveyed in the United States that year had computers.

Those proportions were higher than they were for a number of other countries and territories—including, perhaps surprisingly, Japan. At the elementary-school level, for example, only the Canadian province of British Columbia had a greater proportion of schools with computers.

"This is a historic moment," quipped Richard M. Wolf, a member of the international steering committee of the study for the International Association for the Evaluation of Educational Achievement. "This may be the first presentation of an international education study in which you see the United States at the high end of the scales."

The data, presented for the first time at a meeting here of the American Educational Research Association on April 3-7, represent findings from the first stage of a worldwide study on computer use in schools.

For the study, researchers from 20 participating nations surveyed teachers, principals, and computer coordinators in thousands of schools in the spring of 1989.

To track countries' progress over time, the researchers will replicate their efforts next year and, in addition, will begin testing students on how competent they are in using computers.

When the first formal report on the study is published in July, it will include an overall ranking of countries' computer use in schools, Mr. Wolf said.

However, Henry Jay Becker, director of the U.S. portion of the survey and principal research scientist at the Johns Hopkins University Center for Social Organization of Schools, advised caution in interpreting such rankings.

He noted that the comparisons may not be fully accurate, because different teams of researchers conducted the surveys in each country.

Moreover, he said, the Canadian national survey included only one province. The French study does not include private schools, which enroll 15 percent of all schoolchildren in that country.

And Britain, which has been noted internationally for its strong efforts to encourage computer use in schools, declined to take part in the study.

> *"This may be the first presentation of an international education study in which you see the United States at the high end of the scales."*
>
> —Richard M. Wolf

The 20 countries that volunteered to participate represent a wide range of nations, from third-world countries such as India, where only 17 percent of all high schools have computers, to New Zealand, which has put one or more computers in every high school and lower secondary school, to highly industrialized Western nations.

'A Rich Nation'

According to the study, the United States began putting computers in schools in 1981 and 1982—about two to five years before Japan. Only a handful of nations or territories, including British Columbia, Luxembourg, Belgium, Switzerland, Germany, and the Netherlands, had computers in their schools at about the same time.

At the junior-high-school and middle-school levels, the United States ranked fifth in the percentage of schools with one or more computers. The four nations or territories with higher proportions of schools with computers were France, Luxembourg, New Zealand, and, again, British Columbia. Only 33 percent of Japanese lower secondary schools had computers, according to the study.

At the high-school level, four nations or regions—Hungary, Germany, New Zealand, and British Columbia—had a higher proportion of schools with computers.

The concentration of those computers was also somewhat higher in U.S. schools. The survey found, for example, that U.S. schools had an average of 32.3 computers for every 300 students in high schools that had computers. That ratio was the highest of any participating nation. In elementary schools with computers, there were 16.6 computers for every 300 students.

"We're a rich country and we can afford it," Mr. Wolf, who is also a professor of psychology in education at Teachers College, Columbia University, said in an interview last week. "You take countries like India, where a lot of the schools don't even have electricity—you're not going to find a lot of computers there."

"Whether it's faddistic or representative of something much deeper is difficult to say," he added.

Japan a 'Latecomer'

The researchers said that Japan's relatively late acceptance of the international trend in school computer use may be due to its rigid national curriculum, which, until recently, specified no computer-education courses. The number of computers in Japanese schools is expected to have increased by next year, when the researchers undertake the second part of the study.

"When a country decides to make [computer use] an activity, then it diffuses very rapidly," Mr. Becker said.

Elementary Schools With 1 or More Computers

Canada (British Columbia only)	98%
United States	96%
France	91%
New Zealand	78%
Israel	61%
Netherlands	53%
Belgium (French region only)	36%
Portugal	33%
Japan	28%

Source: Henry Jay Becker.

In this country, for example, Mr. Becker said, schools were acquiring computers at the rate of 300,000 to 400,000 a year from 1985 to 1989.

For the most part, American educators are using the equipment to teach computer-programming activities and, at the elementary-school level, for computer games, drills, and other computer-aided instruction activities. In recent years, however, computers increasingly have been used in classrooms in this country for word processing, Mr. Becker said.

In every country surveyed, educators said that the greatest obstacle they faced in making greater use of computers in classrooms was a lack of equipment. That problem outranked other possible barriers to expanded usage, such as inadequate teacher training and apprehension about using the equipment.

"It appears that there are not many computers sitting around idle," Mr. Becker said.

Survey by Chiefs Finds Little Correlation Between Mandates, Advanced Coursework

By Robert Rothman

CHICAGO—State-mandated graduation requirements do not always translate into advanced-level course-taking in mathematics and science, a survey by the Council of Chief State School Officers has found.

The survey, released here at the annual meeting of the American Education Research Association, represents the first state-by-state comparisons of student course-taking in high-school subjects.

It found that, nationally, 81 percent of students in the fall of 1989 had taken algebra 1, 49 percent had taken algebra 2, and 9 percent had taken calculus. In science, it found, more than 95 percent had taken biology, 45 percent had taken chemistry, and 20 percent had taken physics.

But the survey also found wide variations in course-taking among states. (The percentages represent a statistical estimate of course-taking of high-school students by they time they graduate based on course enrollments in fall 1989.)

And some states that had imposed strict curricular mandates—a hallmark of the mid-1980's reform movement—had relatively low enrollments in upper-level courses, particularly in math, according to Ramsay W. Selden, director of the state education-assessment center at the C.C.S.S.O.

"There is not necessarily a strong connection between states' requiring additional courses and students' taking courses at higher levels," he said. "Students are meeting requirements with courses not at high levels. [The mandates] don't appear to be driving kids into algebra 2 and calculus."

Mr. Selden noted, however, that some of the curricular mandates appeared to affect student course-taking. For example, he noted, in Louisiana, which requires every student to take algebra in order to graduate, more than 95 percent of the graduates had taken that course.

By contrast, he noted, Wyoming, which has almost no state-level mandates, was at the "bottom of the pack" in enrollments in algebra 2. Only 29 percent of Wyoming students had taken that subject, the survey found.

Full Report To Follow

Rolf K. Blank, director of the mathematics-and-science indicators project for the C.C.S.S.O., suggested that policies other than curricular mandates may affect course-taking. For example, he said, many states with high concentrations of rural areas may lack teachers to teach high-level courses.

He added that the full report on math and science indicators, which is expected to be released this month, will also include data on teaching conditions, school conditions, and equity.

In the future, the report will include achievement data from the state-level National Assessment of Educational Progress, as such data become available, Mr. Blank said.

In addition, Mr. Selden said, future reports may also include information on what is taught in science and math courses.

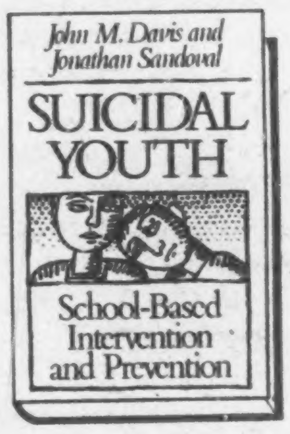
"It's important, ultimately, to look at the content below the course title," he said.

LOOKING FOR GOOD PEOPLE?

Now there's a national network to help you find them. EDUCATION WEEK's primary audience of 62,000 and our other 167,000 or so "pass-along" readers provide a unique information network. Your classified advertisement in THE MARKETPLACE can help you reach the nation's superintendents, administrators, principals, teachers, and education-school faculty members throughout the 50 states, as well as federal, state, and foundation officials concerned with education.

No other publication can deliver your message from coast to coast in one week from the moment you decide to send it. So if you are looking for good people, try the EDUCATION WEEK network. Send us your typewritten ad copy today: The Marketplace, EDUCATION WEEK, 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008, (202) 686-0800

A NEW BOOK FROM THE
JOSSEY-BASS EDUCATION SERIES



John M. Davis,
Jonathan Sandoval
Suicidal Youth
SCHOOL-BASED
INTERVENTION
AND PREVENTION

This new book brings together the leading research and practice on adolescent suicide and provides school personnel—especially psychologists, counselors, and social workers—with the resources they need to become more sensitized and competent in identifying and helping potentially suicidal youths.

In addition to presenting an overview of the problem, Davis and Sandoval describe how to evaluate an adolescent to determine suicide potential, and they outline what should be done if an individual is suspected of being a danger to him- or herself. They provide the necessary materials for setting up a model suicide awareness school program and discuss the legal and ethical issues surrounding student suicide, offering advice on how schools can collaborate more effectively with outside agencies. 288 pages.

April 1991 $27.95

ORDER FROM THE ADDRESS OR TELEPHONE NUMBER BELOW.

JOSSEY-BASS INC., PUBLISHERS
350 SANSOME ST. • SAN FRANCISCO, CA 94104 • (415) 433-1767

State Officials' Block-Grant Proposals Include Host of Education Programs

Continued from Page 1

Education Department programs—among them the $1.85-billion special-education program—that will receive a total of $4.58 billion in the current fiscal year.

It also includes the Head Start preschool program, currently funded at $1.952 billion; two child-care programs created last year and funded at $745 million; $777.3 million in child-health programs; and job-training programs worth $835 million in the current fiscal year.

The education-related items on the N.G.A. list total $11.2 billion in spending this year.

The N.C.S.L. package includes $7.074 billion in such programs, including $3.32 billion in Education Department initiatives. It includes bilingual education, which the N.G.A.'s proposal leaves out, but does not include special education or Head Start.

Each proposal is separated into programmatic areas, three of which cover early-childhood programs, school-based programs, and training programs for adults. The state officials proposed "limited" authority to transfer funds between separate block grants, but apparently seek virtually unlimited discretion over funds within each grant.

Coordination Cited

At a news conference, proponents argued that such an approach would allow better coordination of services and a distribution of funds that better matches each state's needs.

Currently, Gov. Carroll A. Campbell of South Carolina said, "Our ability to concentrate on the total child and provide all the services needed is kind of ham-strung."

"We're asking the federal government to cut out the micromanagement and give us the ability to get more money to the service areas," he said.

But education advocates and most Congressional aides contend that the block-grant approach presents more dangers than potential benefits. And observers unanimously predicted last week that the Congress would not seriously consider the proposal.

"If they can sell block grants on Capitol Hill, I'll push a peanut down Pennsylvania Avenue with my nose," said Bruce Hunter, associate executive director of the American Association of School Administrators.

Even Republican aides who support the block-grant concept concede that theirs is a minority opinion.

"I know my boss will support this, although he probably wouldn't support [inclusion of] some of the programs they listed," one Republican Senate aide said. "But I can't honestly say I think the odds are good."

Funding Cuts Predicted

Opponents note that appropriations for existing block grants, including Chapter 2, have steadily eroded. That erosion has occurred, they say, because such programs do not have a specific constituency lobbying for them and the Congress cannot connect them with specific results.

Many in Congress see plan as a way of cutting funding.

"Block grants have been a backdoor way to reduce funding and eliminate programs," said Michael Edwards, manager of Congressional relations for the National Education Association. "All our experience over the past decade points to a diminution of program support and the disappearance of programs within block grants."

Mr. Hunter agreed: "The governors must have the worst case of amnesia in history. I don't know who did the sales pitch for the Administration, but, if I had a used-car lot, I'd hire them."

The governors and state legislators proposed that overall funding levels be guaranteed for at least five years, and that individual states receive at least as much under the block grant as they currently do through separate programs. But observers said it would be difficult to hold the Congress to such an agreement.

"Anyone who wants block grants wants their funds cut," said John F. Jennings, counsel to the House Education and Labor Committee. "The only way to guarantee that the appropriations committees won't cut your funds is to make them an entitlement. And even entitlements can be changed."

Opponents also argued that the particular education programs targeted for consolidation are too dissimilar for block grants to really result in coordination of services.

Program Choices Criticized

In addition, they said, it was unwise to include the politically sacrosanct Head Start and special-education programs, as well as the new child-care programs the Congress is unlikely to alter just one year after a long, bruising battle to enact them.

Even the Council of Chief State School Officers, which represents state education officials, does not support block grants, said Gordon M. Ambach, its executive director.

Mr. Ambach said a better way to achieve greater flexibility would be the "performance agreement" approach nearly adopted last year as a demonstration program. Under such a plan, states or school districts would propose a coordinated service plan and receive waivers of certain regulations in exchange for performance goals.

"If you want flexibility, look at the children to be served and the programs serving those children, and ask for waivers of regulations so you can merge programs all designed to help those children," Mr. Ambach said. "There's more accountability, better assurance that the persons for whom the Congress actually intended the money get served."

The state officials said they focused on programs that were state-administered. But most of the education programs proposed for inclusion in the block grants either distribute money to the local level under need- and population-based formulas or involve competitions at the federal level.

Winners and Losers

If such programs were consolidated into a block grant, observers said, the total amount of federal funding received by a particular school district would almost certainly change.

For example, the federal vocational-education effort currently includes two programs—for displaced homemakers and the promotion of equity for women—whose funds are to be awarded competitively by states, but the bulk of the funds are distributed to districts based on population and poverty criteria.

The Education Department awards money under other targeted programs, such as bilingual education, to applicants whose proposals are deemed by federal officials and expert reviewers to be most deserving or promising.

Observers also noted last week that, while the state officials' proposals say "financial eligibility" rules would be acceptable, a program that allowed them to allocate funds according to their own criteria would inevitably result in a different distribution.

It is unclear exactly how much discretion state officials seek over the purposes to which funds could be put, and how much would be delegated to the local level.

The N.G.A. proposal suggests that block-grant legislation include "goals for the block grant and a description of the measures that will be used to judge the effectiveness of the use of block-grant funds."

How Much Discretion?

The plans do not say whether state officials could spend most of their mingled funds on one program and none on another.

Under such a scheme, observers agreed, each state would take a different tack.

"It would be very attuned to pressure from particular groups within the states and to what programs of its own a state has," Mr. Ambach said.

Some advocates predicted that many of the programs would simply disappear.

"The programs are established, by and large, because the states were unable or unwilling to meet the needs of certain populations," Mr. Edwards of the N.E.A. said.

"It's a good possibility with some of these [governors] that a lot of money wouldn't go to education," Mr. Hunter of the A.A.S.A. said.

"My guess is that collaborative services for young children—day care, preschool, early elementary—would be a winner, because that's where the national priority seems to be when you get a blue-ribbon group together," he said. "I suspect vocational education would not be a big winner, and I wouldn't be surprised if education of the handicapped was a loser."

Education and Related Programs Recommended for Consolidation

Program	FY 1991 Appropriation (in millions)
Chapter 2	$456.0
High-School Equivalency	9.8
Dropout Prevention Demonstrations	33.0
Drug-Free Schools and Communities Act	498.0
Vocational Education	856.0
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
Individuals With Disabilities Education Act	
Special Education Basic State Grants	1,854.0 [2]
Preschool Grants and Infants and Toddlers	410.0 [2]
Head Start	1,952.0 [2]
Child Care Development Block Grant	732.0
Child Care Licensing Grants	13.0
Maternal and Child Health Block Grant	587.3 [2]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
Community Service for Older Americans	86.0
J.T.P.A. Youth Programs	1,394.0
J.T.P.A. Adult Programs	1,100.0
J.T.P.A. Dislocated Workers	422.0
Adult Education Act	239.0
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]

Source: National Governors Association and National Conference of State Legislatures.

[1] Programs included only in the N.C.S.L. proposal.
[2] Programs included only in the N.G.A. proposal.

CAPITAL DIGEST

Bills Seek 'Tax Fairness' For American Families

Citing a need to promote "tax fairness for families," two Republican legislators have stepped up their efforts to increase the personal income-tax exemption.

At a news conference last week, Senator Dan Coats of Indiana noted that over the past 60 years, the personal exemption's relative value has dropped to only 20 percent of its original worth.

The current value of the exemption, he argued, is "far too low to help much with today's costs of raising a child."

Senator Coats has introduced a measure that would raise the exemption from its current level of $2,050 to $4,000.

The new level, he said, would allow an Evansville, Ind., family of four that has an annual income of $20,000 and that currently pays $1,774 in federal income taxes to pay less than $600.

Representative Frank Wolf of Virginia has introduced a similar measure in the House that would raise the personal exemption to $3,500 and would apply only to dependent children under age 18.

"There is overwhelming agreement on all sides of the political spectrum that it is time to reinvest in the family," said Mr. Wolf, who maintained there is strong bipartisan support for making the tax code more "family friendly."

"This is the most cost-effective social program we can advocate," he added.

Agency To Study Red Tape Snarling Migrant Programs

The National Commission on Migrant Education has contracted with another federal agency to recommend ways to lift bureaucratic roadblocks that impede services to migrant and seasonal farmworkers nationwide.

The Administrative Conference of the United States, an independent agency that was created in 1964 to examine regulatory and benefit programs and to suggest ways to improve them, will conduct the $50,000 study and report its findings and recommendations to the commission by next January.

The study was prompted by complaints raised at recent commission hearings held around the country about a lack of interagency coordination, said Lisa Carlos, a policy analyst at the commission.

One of the biggest barriers to obtaining services stems from conflicts between migrant-education programs, which serve migrants for up to five years but not seasonal farm workers, and migrant health programs, which serve both types of workers but only for two years, Ms. Carlos said.

Six different federal agencies, including the Education Department, run about a dozen programs for migrant or seasonal farm workers and their families, she said.

Don't Miss Our Midsummer Issue!

Education Week's Midsummer issue gives subscribers a chance to catch up with the news and events of the summer. And it's a great time for advertisers to catch up with our readers—when they have more time to spend with the newspaper. Advertising in the midsummer issue gives you a chance to reach educators and policymakers when they have a few weeks' respite from the frantic demands of the school year.

Education Week will publish its midsummer issue July 31. Don't miss this opportunity to reach the educators and policymakers who read *Education Week* all year long. For more information call Michael McKenna toll free at 800/346-1834. The deadline for reserving space in the July 31 issue is Friday, July 19.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 33 · May 8, 1991

© 1991 Editorial Projects in Education / $2.50

'New Schools': Can They Make A 'Revolution'?

Some Harken Back To Previous Failures

By Robert Rothman

In describing their proposal to create "a new generation of American schools," architects of President Bush's America 2000 strategy invoked historical analogies to explain how it could create a "revolution" in American education.

To Secretary of Education Lamar Alexander, the new schools would "invent the telegraph" and make the Pony Express obsolete, not find a way to make horses go faster to San Francisco.

Citing a more recent example, Denis P. Doyle, senior fellow at the Hudson Institute, who helped draw up the plan, compared it to the interstate-highway system.

Rather than widen existing roads, he said, the Eisenhower Administration proposed, "'Let's leave old Highway 40 in place and build I-80."

In the process, Mr. Doyle added, "it created a social revolution that changed the face of America and knitted the country together."

Many educators agree that the plan has the potential to stir educators' creative juices and spur a host of innovations. By opening the process to entities outside the

Continued on Page 24

AP/Wide World Photos

Secretary of Education Lamar Alexander briefs, from left, Paul H. O'Neill of the Aluminum Corporation of America, Gov. Carroll A. Campbell of South Carolina, and Gov. Roy Romer of Colorado on the President's America 2000 plan.

Businesses Sign On to Bush Plan, But Many Also Raising Concerns

By Jonathan Weisman

In the two weeks following President Bush's call for a privately funded corporation to spur the design of "a new generation" of schools, the business community has rapidly mobilized in an effort to transform the vision into a reality.

But, even as business leaders have moved to meet the President's challenge, some members of the business and philanthropic communities are questioning the role of business in the enterprise and its agenda for change.

Under Mr. Bush's America 2000 plan, business leaders have pledged to establish a nonprofit organization called the New American Schools Development Corporation and to raise $150 million to $200 million for the research-and-development work needed to design the new schools.

But in interviews last week, philanthropists and members of the business community expressed four main concerns about the President's strategy. They question:

- Whether the federal government is shirking its responsibilities for improving

Continued on Page 23

Judge Halts Plan To Close Schools In Calif. District

State Ordered To Ensure 'Equivalent' Education

By Peter Schmidt

A California judge last week averted the bankrupt Richmond school district's planned shutdown of its schools by ordering the state to do whatever is necessary to keep the system operating.

Judge Ellen S. James of Superior Court in Contra Costa County ruled that the state, by allowing Richmond schools to close six weeks early, would be failing to meet its constitutional obligation to provide students there with a public education "basically equivalent" to that offered elsewhere in the state.

The judge ordered the state to ensure that students in the Richmond Unified School District "are not deprived of six weeks of public education while others within the state are not so deprived."

"How these defendants accomplish this is up to the discretion of the defendants," Judge James said.

Education-finance experts said last week that the judge's decision was the first in which a court had ordered a state to maintain a struggling district. Analysts cited the ruling as a major precedent for California, where at least 20 districts are financially troubled, and potentially for other states, which now may see themselves as having a

Continued on Page 17

Mike Groll

Linda Chavez, chairman of the National Commission on Migrant Education, at the panel's meeting last week in Buffalo, N.Y.

Migrant-Education Commission Is Eyeing Major Changes in Records-Transfer System

By Millicent Lawton

BUFFALO, N.Y.—Some two months before adopting its final recommendations, the National Commission on Migrant Education is apparently preparing to call for significant changes in the national system used to transfer the academic and health records of children of migrant and seasonal farmworkers.

The changes under consideration include the use of financial sanctions to effectively mandate full participation by the states in the Migrant Student Record Transfer System.

"I think the system is sufficiently imperfect now that we could be doing a lot better," Linda Chavez, chairman of the commission charged by the Congress with scrutinizing the federally financed system, said last week.

"What we're talking about is a major overhaul" of the records-transfer system, she said.

In a business meeting held here April 28 in conjunction with a public hearing by the commission and a national multi-agency conference on migrant farmworkers, 6 of the panel's 12 members reviewed and debated a draft of five recommendations to improve the computer-based network.

The commission's specific recommendations are still "pre-decisional," Ms. Chavez said. The panel is scheduled to complete its deliberations before July 1 in order to meet

Continued on Page 22

Rule on Christianity For Faculty, Trustees Splits Atlanta School

By Mark Walsh

A longtime policy requiring that its faculty and board members be Christian has caused a rift at the respected Westminster Schools in Atlanta.

Critics argue that the rule is an outdated barrier to diversity, while its defenders believe it is central to the fundamental religious mission of the independent, nondenominational school.

Opponents of the policy, including several members of the school's board of trustees who pressed the issue, have apparently lost for now. The board in December defeated a proposal to change the requirement.

But those who would like to open up the board and the school's faculty to non-Christians are vowing to fight on.

"I don't know what the next step is, but I'm going to continue to speak my mind on this matter," James C. Kennedy, the board member who proposed changing the policy, said in an interview late last month.

The issue has received an extensive and sometimes acrimonious public airing in the

Continued on Page 12

Also in the news

5 **Boston Is Back**
Judge Garrity has reopened the landmark desegregation case to examine the number of minority teachers.

14 **Looking for Bids**
Kentucky officials are seeking someone to operate perhaps the nation's most ambitious student-assessment program.

18 **Shifting Grants**
The Education Department is shifting funds from two research awards to help fund Mr. Bush's education plan.

IN SUMMARY

Learning From the U.K.
Urban educators in Britain encounter many of the same challenges faced by their U.S. counterparts, and American educators can learn from them, a new report says. **Page 4.**

Appeals Denied
A federal appellate court has turned back five attempts by the State of Missouri to relinquish court-ordered responsibilities for desegregating the Kansas City schools. **Page 5.**

Another Step Toward Merger
The representative body of the National Education Association affiliate in Wisconsin has approved a pact that could lead to a merger with the union's American Federation of Teachers rival. **Page 8.**

Save the Raises
If teachers had their way, most of them would cut money from administration, supplies, and support services in favor of continued fair salary increases, a new survey has found. **Page 9.**

Museums and Science Study
The Howard Hughes Medical Institute is offering $6 million in grants to aid programs in science and children's museums that interest young children in the subject. **Page 11.**

Return to Sender
The Agriculture Department has rejected several proposals that administrators of school food services believe would reduce the paperwork burden of school-meals programs. **Page 18.**

Bilingual Education	**10**
Books	**26**
Capital Update	**21**
Commentary	**25 and 32**
Deadlines	**27**
Federal File	**18**
Focus On: Research	**6**
Grants	**27**
In the Press	**25**
Letters	**26**
Marketplace	**28**
Partnerships	**8**
State Journal	**13**
Worth Noting	**26**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 33.

ACROSS THE NATION

STATES

Fla. Supreme Court Upholds Local Impact Fees for Schools

Florida school districts trapped between tight budgets and burgeoning enrollments may find some relief in a state supreme-court decision that allows schools to collect impact fees from developers.

The court last month approved a levy launched three years ago in St. Johns County, where impact fees had previously benefited road, sewerage, and water budgets. The fees have provided $1.2 million, which has been held in escrow pending judicial approval.

School officials said last week the money will fund two new elementary schools and other construction projects in the district.

The court's ruling will require municipalities to join counties in levying the school impact fees in most Florida counties. While St. Johns officials have to reach such an agreement with the city of St. Augustine, a top administrator said that the ruling offers Florida schools a chance to keep pace with growth that has surpassed existing local and state funding ability.

"There are a lot of districts lined up and ready to go now," said David Toner, assistant superintendent for operations in St. Johns. He said that while the district awaits word on whether it can spend the impact-fee receipts it holds in reserve, "As much as we would hate to lose it, we really are much more interested in the millions it will collect for us in the years to come."

■ **Virtually every adult in Oregon can read and pick information out of a newspaper sports story, but fewer than one-fifth can comprehend a bus schedule**, a state survey of adult literacy has shown.

Results of the poll, in which interviewers questioned 2,000 people ages 16 to 65, were released late last month by Oregon officials. They described it as "the first statewide comprehensive adult literacy test in the nation."

The survey, developed by the Educational Testing Service, found that:

- 97 percent of adults in the state can consistently find specific information in a news article.
- 75 percent can identify information in a graph.
- 37 percent can calculate correct change when paying for a meal.
- 35 percent can figure out the right dosage of medicine for a child, given weight-and-age information.
- 18 percent can use bus arrival and departure timetables to pick the right bus to ride.

Results from a similar survey conducted by the state of Mississippi are slated for release later this month. A Mississippi official said his state surveyed residents ages 16 to 75 and found that fewer than 5 percent are unable to read and write.

A similar test is to be conducted nationwide next year, according to the National Governors' Association.

■ **The state of Oklahoma has withheld $2.8 million in aid to school districts that failed to meet a legislative mandate to reduce class sizes.**

A spokesman for the state Education Department said last month that 98 districts, or 16 percent of the state's 588 school systems, were penalized because they failed to meet the enrollment caps.

The fines ranged from the $78 penalty levied against the Lukfata public schools to a $785,190 fine imposed on the Oklahoma City school system.

The state's Education Reform and Funding Act of 1990 limits enrollment in each kindergarten classroom to 24 students, permits a maximum of 21 students per classroom in grades 1 to 3, and allows 23 students per class in grades 4 to 6.

"We really think that this will be the worst [year] for penalties," said Jon Dahlander, a spokesman for the department.

He noted that districts were being penalized for the pupil-to-teacher ratios that existed in the 1989-90 school year and that many are using new state funds to bolster their teaching forces in order to conform to the mandates.

Some spokesmen for local districts argued, however, that they will be hard-pressed to meet the mandates with existing resources.

Mr. Dahlander also noted that the department took advantage of accountability provisions in the funding bill to make public the names of the offending districts.

"This is not the first time that . . . school districts have been penalized," he said. "But this is the first time that we have publicized it."

■ **The New York State Board of Regents has approved a requirement that all schools devise five-year plans to improve education.**

Under a board resolution passed late last month, schools have been given a 1993 deadline for developing five-year plans that must include new student standards and funding priorities.

The new requirements are designed to encourage schools to raise expectations for students above the minimum standards. They will not represent an unnecessary administrative burden and many good schools already develop such plans routinely, Commissioner of Education Thomas Sobol said.

The regents last month also gave local boards of education a 1993 deadline for writing districtwide plans to involve teachers and parents in school decisionmaking.

DISTRICTS

Tornado Damage May Force Closing Of Okla. District for Rest of Year

An Oklahoma school district, its school buildings decimated by a tornado, may be forced to cancel classes for the rest of the school year.

The Oologah-Talala schools, which serve 1,200 K-12 students in Rogers County, suffered severe damage when a tornado whipped through the area on April 26. "Every building that wasn't completely destroyed was damaged," said Robert Boyd, the district's assistant superintendent.

The system's entire fleet of 23 buses was also destroyed when its bus barn was flattened. The 179-square-mile district relies heavily on buses for student transportation.

Preliminary estimates of the damage to school property are as high as $10 million.

The district school board has asked the state board of education to cancel the remaining 23 days of the school year so that it can concentrate on readying the school to resume classes for the next school year,

Haute Cuisine à l'École

Julia Child would be so pleased. Courses in la haute cuisine have come to New York City schools.

Richard Grausman, a cooking teacher for 25 years, was alarmed by students' ignorance of even the most basic cooking techniques. "I heard disturbing reports about families not eating together, cars with microwave ovens; . . . that's bad news for a food educator."

Armed with $175,000 worth of donated cookware and ingredients, Mr. Grausman has toured eight New York City high schools since February, divulging the savory secrets of such dishes as canard à l'orange and tarte alsacienne to eager home-economics teachers and students alike.

"This is a great experience for students who aren't going on to higher education," a pleased Mr. Grausman says.

To help those students along, Mr. Grausman has developed several scholarships and awards related to his palatable program, among them a $12,750 scholarship to the prestigious French Culinary Institute in Manhattan. Students from the eight schools will compete for the scholarship. Aspiring chefs who complete the yearlong course at the institute routinely land jobs in top restaurants in the city.

Loel Barr

Mr. Grausman says he hopes to expand his gastronomic program to schools in Minnesota, Ohio, and Colorado.

Among his epicurean converts is Elizabeth Martinez, a senior at Julia Richman High School in Manhattan, who initially had planned a career in nursing but decided to become a pastry chef after getting a taste of Mr. Grausman's cooking class.

Anticipating her first year at New York Technical School for Hotel Management, she admits that French cuisine seemed like "heavy stuff" at first. As for her mouth-watering vocation, Ms. Martinez looks forward to "creating something that makes you and me feel good at the same time."

—S.K.G.

which starts on Aug. 12.

A panel from the Oklahoma Department of Education surveyed the damage last week, but had not yet made a decision on the district's request.

Noting that more than 100 families in the area lost their homes to the storm and that students are experiencing considerable distress, Mr. Boyd said that the first priority must be human needs. "I think we need to be sensitive to the trauma of the students," he said, and make schooling a second priority for now.

■ **The Rockford, Ill., school system has agreed to spend $22 million to upgrade and better integrate district schools** in order to settle a discrimination suit brought by parents.

The agreement between the district and a coalition of parents who filed suit in 1989 was approved by U.S. District Judge Stanley Roszkowski late last month.

The school system has agreed to reopen two schools that were closed in the 1980's, spend about $6 million over three years at 15 schools for extra educational assistance to low-income and disadvantaged children of all races, and have three magnet schools in operation by the end of 1993, said John Schmidt, a lawyer for the district.

School boundaries will be revised, but "there's no forced busing in this order," he emphasized.

He noted that, although the judge approved the agreement, court supervision of the schools will continue indefinitely.

The 27,000-student school district, the state's second-largest, is about 30 percent minority and 70 percent white.

■ **Hundreds of students in Prince George's County, Md., are being bused to schools racially similar to ones in their own neighborhoods**, according to a study released late last month.

But of the 1,650 students who could attend schools closer to home, only 850 will be reassigned next school year because of inadequate classroom space, school officials said.

Eighteen years after a federal court ordered the county to desegregate its public schools, nearly 12,000 Prince George's students, or 11 percent of those now enrolled, are still being bused along patterns drawn up in 1973, when the district was predominantly white. Black students now make up about two-thirds of the district's enrollment.

The county's school board commissioned the study last December in response to parents who complained that their children were being bused to schools that were almost ethnically identical to their neighborhood schools.

School-board members have said that perhaps thousands of students ultimately could be reassigned without jeopardizing the court's requirement that the majority of county schools be 10 percent to 80 percent black.

■ **A panel of religious leaders in Cranston, R.I., has begun a campaign to eliminate youth sports activities that conflict with Saturday and Sunday religious services.**

The Cranston Clergy Association, consisting of about 30 Roman Catholic priests, Protestant ministers, and Orthodox rabbis, has called on parents to pressure youth coaches to avoid scheduling practices and games on weekend days, which they contend forces children to choose between sports and religion.

"We are not anti-sports by any means, but games can be scheduled so as to not conflict with religious services," said Luke M. Pederson, pastor of the Calvary Covenant Church and president of the association.

In the past, clerical leaders in the city of 76,000 have expressed their concern to civic officials and sports organizers without getting results, Mr. Pederson said. Thus, they have written to parents, urging them to press coaches to avoid scheduling sports events on Saturday evenings and Sunday mornings.

■ **Despite losing student population during the 1980's, the District of Columbia public-school system gained 1,110 employees between September 1990 and January 1991,** according to independent analyses by the city council and a school-advocacy group.

The city council's report, published in March, charges that former Superintendent Andrew E. Jenkins failed to keep his promise to decrease the size of the district's administration and to eliminate some staff positions.

Jim Ford, a city-council member, noted that the school system's hiring practices evade Congressional limits on full-time employees by creating "temporary" and "temporary-indefinite" positions. Of the 1,110 new positions, nearly half are temporary positions, either full-time or part-time.

An analysis by the group Parents United for the D.C. Public Schools charged that many of the 75 vacant administrative positions to be eliminated under a district plan were, in fact, instructional positions.

R. David Hall, president of the school board, pointed to stringent personnel regulations under which employees can be released only through attrition as one reason for the staff increase.

To help reduce its staff and budget problems, the district last week announced a plan to offer $10,000 cash bonuses to qualified employees who retire before July 1. Officials estimate that some 380 to 500 senior staffers will opt to participate in the plan.

■ **The local affiliates of the American Federation of Teachers and the National Education Association in Rosemount, Minn., have signed an agreement to merge forces by next year.**

In the first step of the process, officials of the Rosemount Education Association and the Rosemount Federation of Teachers signed a "unity agreement" in March and formed a joint negotiating team to review contract proposals for teachers in School District 196.

The A.F.T. local has 807 members and the N.E.A. local 509.

The full merger is expected to be completed by January. It will be the first such merger in the state between members of the Minnesota Education Association and the Minnesota Federation of Teachers. It will also be one of only a handful of such mergers in the nation.

The A.F.T. local has represented all teachers in the district since 1979. In April 1989, its N.E.A. rival won a collective-bargaining election by one vote. The teachers' federation challenged that victory and a state board ruled that a second election should be held.

The federation won the second election. The state court of appeals ruled that the association had won the first election, but the state supreme court held that the results of the second were valid. Last November, the two unions decided to begin merger talks.

Both the state and national unions must approve the merger.

Correction

In the March 27 issue the location of ETR Associates was incorrectly reported. The firm is located in Santa Cruz, Calif.

UPDATE

■ **High-school students in New Orleans have begun a petition drive to encourage the Louisiana legislature to pass a law that would exempt students from having to dissect animals in science classes.**

The students, many of whom attend Benjamin Franklin High School, launched their effort last month in the hope of convincing legislators that Louisiana should follow a precedent established by the state of California.

Under the California law—the first of its kind in the nation—students may be excused from dissection without penalty, but generally make up the work with a comparable activity.

Officials for California's education department note, however, that the law has not led to any exodus of students from dissection.

The effort in Louisiana apparently is not connected to a national effort undertaken by People for the Ethical Treatment of Animals, a Washington D.C.-based animal-rights group, to apply pressure at the "grassroots level" to have dissection banned from curricula across the country. *(See Education Week, Feb. 20, 1991.)*

The American Medical Association has publicly criticized that effort as "anti-science."

■ **The Fairfax Christian School of Vienna, Va., has finally opened, after a nearly three-year struggle with the county government over permits and zoning.**

The school, run by Robert L. Thoburn, a former state delegate and the head of one of Northern Virgina's wealthiest and most politically active conservative Christian families, held classes in its new three-building campus on April 22. A judge ruled in 1988 that the Thoburns did not have permits to operate a school on a 29-acre site that was zoned for residential use, and that the buildings did not meet school safety standards.

The Thoburns filed suit, charging that county officials harassed and discriminated against them because of their religious beliefs. A federal district judge dismissed those claims. *(See Education Week, May 23, 1990.)*

The county later approved the site for the school, but took 19 months to approve a site plan for the buildings, according to John M. Thoburn, project manager of the school. The cost to renovate the buildings to meet county regulations was $1 million, he said.

DIMENSIONS

Where S.A.T. Scores Go

Black and white high-school seniors who took the Scholastic Aptitude Test last year differed sharply in the schools they chose to send their scores to, according to unpublished data compiled by the College Board.

Pennsylvania State University was the leading choice of white students, 6.8 percent of whom sent their S.A.T. scores to the school. Howard University was the most popular choice for black test-takers, 13.9 percent of whom asked for their scores to be sent there.

Among the top 15 choices, blacks and whites had only three common selections—Florida State University, Syracuse University, and the University of North Carolina.

College Board officials caution that the figures represent the four choices S.A.T.-takers make when they register for the test, and do not represent completed applications. The figures, they said in a statement, "should not be taken as general indicators of popularity."

Where Seniors Sent Their S.A.T. Scores, 1990

Black Seniors

	School	Number of Seniors	Percentage of all blacks who took S.A.T.
1	Howard University	12,843	13.9
2	Hampton University	10,682	11.6
3	Spelman College	7,294	7.9
4	Florida A & M University	5,635	6.1
5	North Carolina A & T	5,553	6.0
6	Virginia State University	4,614	5.0
7	North Carolina State	4,513	4.9
8	Florida State University	4,330	4.7
9	North Carolina Central	4,282	4.6
10	Clark-Atlanta University	4,218	4.6
11	Morgan State University	4,186	4.5
12	Syracuse University	4,108	4.5
13	Morehouse College	4,045	4.4
14	Georgetown University	3,664	4.0
15	University of North Carolina	3,658	4.0

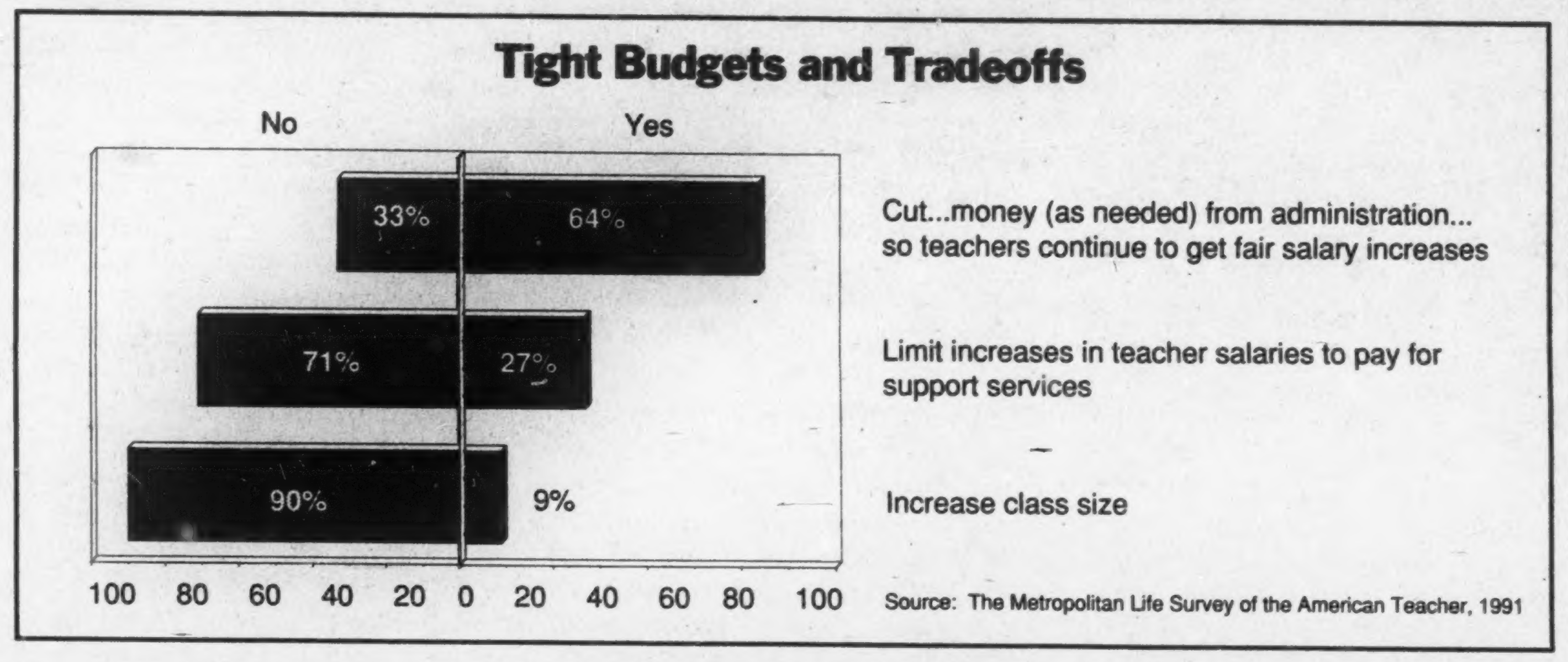
White Seniors

	School	Number of Seniors	Percentage of all whites who took S.A.T.
1	Pennsylvania State	43,276	6.8
2	Florida State University	26,778	4.2
3	University of North Carolina	26,564	4.1
4	University of Texas	26,066	4.1
5	UCLA	25,085	3.9
6	Boston University	24,695	3.9
7	University of Virginia	24,031	3.8
8	University of Florida	23,425	3.7
9	Indiana University	22,696	3.5
10	Duke University	22,606	3.5
11	Texas A & M University	21,038	3.3
12	Syracuse University	20,932	3.3
13	Cornell University	20,805	3.2
14	UC-Santa Barbara	18,810	2.9
15	University of Notre Dame	18,549	2.9

Source: The College Board

64% of Teachers Back Cuts To Keep Pay Hikes, Survey Finds

By Ann Bradley


Tight Budgets and Tradeoffs

Source: The Metropolitan Life Survey of the American Teacher, 1991

If teachers were responsible for making budget decisions in this time of limited resources, 64 percent of them would "cut as much money as necessary from administration, supplies, and support services so that teachers could continue to get fair salary increases," a new survey has found.

The 1991 Metropolitan Life Survey of the American Teacher found that 59 percent of the 1,000 public-school teachers interviewed by the polling firm Louis Harris and Associates would reduce the number of special classes and activities to protect their school's core curriculum.

The most unacceptable option for dealing with a tight budget was increasing class size, which was favored by only 9 percent of the teachers surveyed.

Despite nearly a decade of sustained national interest in improving the nation's schools, the survey found a high degree of satisfaction with the quality of schools among teachers. Forty-five percent said they thought that the quality of education in their school was excellent, while 49 percent rated it as good; the rest gave their schools fair or poor marks.

Teachers also were quite satisfied with their ability to teach students coming from a variety of ethnic backgrounds, despite the poor achievement levels of many minority youngsters that have led policymakers to call for new instructional strategies for diverse learners.

Only 13 percent of teachers surveyed said that better training for working with students and families from a variety of ethnic backgrounds would have helped them when they began teaching.

Asked what would be of most help now, 54 percent of the teachers surveyed cited smaller classes and better supplies and educational materials. More opportunities for working collaboratively with other teachers was named by 21 percent of the respondents, while 23 percent said training and support for dealing with students' social problems would be helpful now.

Finance-Reform Questions

Asked about various proposals for improving school financing, 75 percent of the teachers surveyed endorsed the idea of providing "greater financial assistance to schools with more poverty and students with more educational problems than to schools that have students who are better off."

An overwhelming majority of teachers, 85 percent, rejected the idea of linking funding increases to the performance of students in schools.

Opposition to funding schools based on student performance was "uniformly strong among all teacher groups," the survey found, including 80 percent of teachers who said they worked in schools of excellent quality, which presumably would benefit from such a funding arrangement.

Teachers were evenly split over the question of whether all schools should receive the same amount of state assistance, regardless of the school district's own resources.

In a substantial change from the findings of the 1989 Metropolitan Life teacher survey, only 19 percent of the teachers surveyed this year said they were "very likely" (9 percent) or "somewhat likely" (10 percent) to leave teaching in the next five years.

In 1989, when asked the same question, 33 percent of teachers said they were "very likely" or "somewhat likely" to leave the profession.

This year, 56 percent of the teachers responding said they were "not at all likely" to leave teaching, while 25 percent said they were "not very likely" to leave. In 1989, 40 percent of teachers said they were "not at all likely" to quit their jobs.

The survey noted that the weak state of the economy could be making teaching a more attractive occupation than it is when the economy is stronger and teachers have more options to pursue outside the classroom.

Teachers who reported that they were considering leaving teaching in the next five years cited the difficulty of teaching students with social problems, the need to make more money, and the lack of support from school administrators as influencing their thinking.

SCHOOL RESTRUCTURING:
A CURRENT SURVEY OF
PRINCIPLES & PRACTICES

Over 40 school restructuring initiatives in city, suburban, and rural systems are described in this concise survey report. For easy accessibility, the varied types of restructuring activities are classified within four broad categories of application. A summary of prevailing principles inherent to school restructuring is included. Contact names, addresses, and telephone numbers are provided for each restructuring activity described.

Price: $10.50 prepaid
$14.50 postpaid (purchase orders only)

Philip Gates & Associates
8538 E. Montebello Ave.
Scottsdale, AZ 85250
Telephone: 602/948-8985

Restructuring Workshop!

A Shifting Paradigm:
Restructuring for Inclusion of
Children and Youth At-Risk

This is an invitation to teachers of children and youth at-risk to attend this specially designed **Teachers Institute Day for Staff Development** to ensure that in the Restructuring Movement, service providers of children and youth at-risk are **included** and not **excluded** from the Restructuring process.

Price: $129.00 (includes all materials, coffee breaks and lunch)
Date: May 20, 1991
Time: 8:30 a.m. - 4:00 p.m.
Location: Holiday Inn Jetport,
Newark Airport, Newark, New Jersey
For Information:
Call 914-937-8879 or Fax 914-937-9327

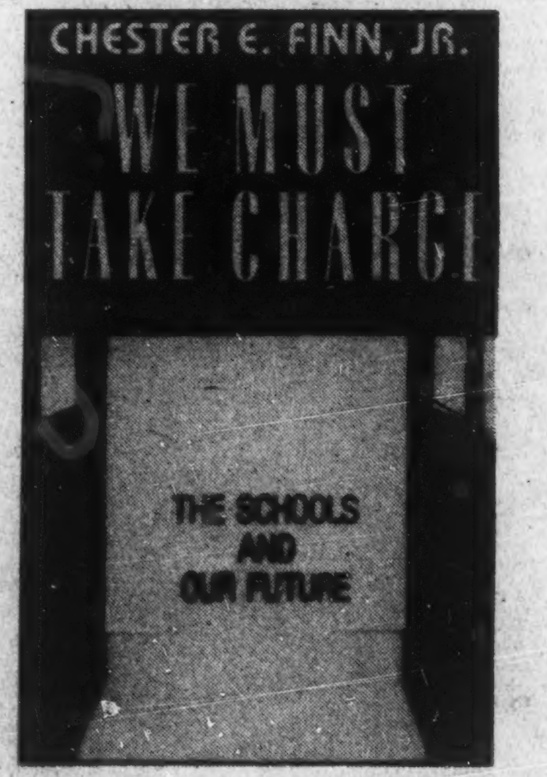
Cosponsored by: National Professional Resources, Inc., and Carbone Consultant Institute.

NEW FROM THE FREE PRESS

"This book saved me six months. It explains the educational successes and—more to the point—the failures of the 1980s and frames the Nineties debate better than anything else I have seen. *We Must Take Charge* is valuable reading for any citizen or educator worried about our schools and our children."
—**Lamar Alexander**, U.S. Secretary of Education

WE MUST
TAKE CHARGE
Our Schools and
Our Future

Chester E. Finn, Jr.,
Educational Excellence Network,
Vanderbilt University



1991 ISBN: 0-02-910275-8 $22.95

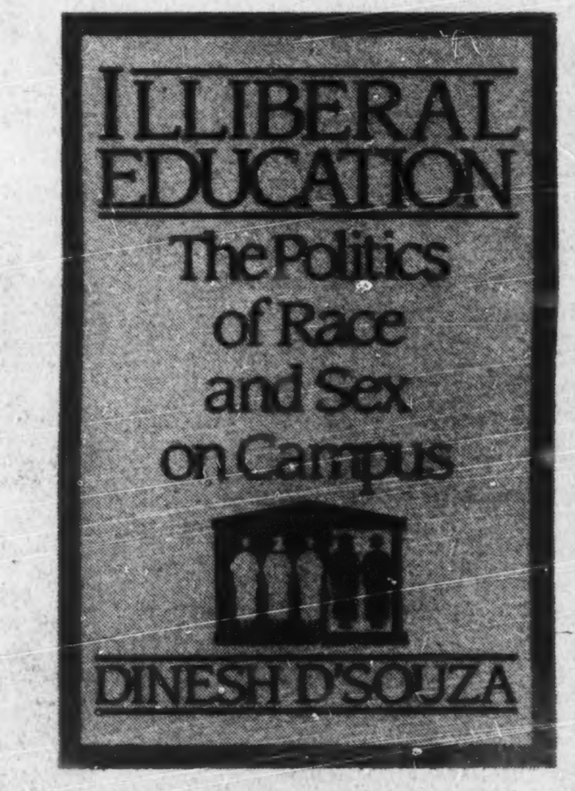
Despite the massive spending invested in our public schools over the past decade, education in America has continued its decline. In this spirited call to arms, Chester Finn exhorts Americans from all walks of life to take control of our degenerating public education system before it's too late. Finn reasons that so long as most Americans suppose that the children who are educationally "at risk" belong to someone else, we aren't going to alter our own behavior or that of our children or our schools. He notes that the system continues to lack accountability and quality control, while the teaching profession is compromised by bad ideas, fads, buck-passing, dubious theories, and stodgy practices. Finn calls for radical changes, proposing that we reorganize education according to the outcomes which we seek for it through national standards, testing, curriculum, and enhanced responsibility for professional educators. Challenging and candid, this book will point the way for all those insisting on the best that our schools can offer.

"Chester Finn gives us a war plan for the educational battles of the Nineties. The issues he discusses—and the common sense answers he proposes—will set the terms of the education debate for years to come."
—**William J. Bennett**, former U.S. Secretary of Education

"Should be read by anyone concerned with the American university and its commitment to the free exchange of ideas. The author illumines the crisis of liberal education and offers proposals for reform which deserve full debate."
—**Morton Halperin**, American Civil Liberties Union

ILLIBERAL
EDUCATION
The Politics of
Race and
Sex on Campus

Dinesh D'Souza,
American Enterprise Institute



1991 ISBN: 0-02-908100-9 $19.95

Charging that American universities are "structurally" racist, sexist, and class-biased, a coalition of student activists and junior faculty have imposed their own political ideals on standards for admissions, hiring, curriculum, and even personal conduct. Based on extensive research, D'Souza reveals how this "revolution" of self-styled oppressed minorities threatens the university's independence from politics and hence its intellectual integrity. His book must be read by anyone concerned with the future of American higher education.

"No one will agree with all that D'Souza says, but he has spoken with force, clarity, and a keen eye for the problems that conspire against the American campus being the citadel of democratic fair play, reason, and logic that it has always aspired to be."
—**William Chace**, President, Wesleyan University

"A truly important book…offers not rhetoric but genuine argument and real case studies. D'Souza's book puts the emphasis where it should be, on educational institutions, and shows in forceful detail just how the New Orthodoxy has come to prevail almost everywhere in American higher education."
—**William Arrowsmith**, Boston University

To order, send a check to:
THE FREE PRESS
A Division of Macmillan Inc., 866 Third Avenue, New York, NY 10022

For VISA, MasterCard, or American Express orders, call toll-free 1-800-323-7445
Monday through Friday between 9am-5:30pm Eastern Time.

R 4800-2 A

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 35 · May 22, 1991

© 1991 Editorial Projects in Education / $2.50

Entrepreneur Whittle Unveils Plans To Create Chain of For-Profit Schools

By Mark Walsh

WASHINGTON—Chris Whittle, the media innovator who launched the controversial "Channel One" television news program for schools, last week announced plans to develop a nationwide chain of for-profit private schools that will be redesigned from the ground up.

Whittle Communications, of which Mr. Whittle is chairman, plans to spend more than $60 million over the next three years on a new division that will conduct research resulting in a "new American school," he said, echoing some of the rhetoric used by President Bush in his recently announced education-reform proposals.

The firm later will seek $2.5 billion to $3 billion in capital to open some 200 private schools in major urban areas across the nation by the fall of 1996 that would incorporate the innovations developed by his research team. By the year 2010, Whittle expects to be serving as many as 2 million pupils at 1,000 school campuses.

"If it works, it is going to change American education," Mr. Whittle asserted in an interview before his announcement here.

The 43-year-old media entrepreneur has faced scorn from many educators for introducing television commercials into high-school classrooms with Channel One, the 12-minute news program that includes two

Continued on Page 14

Running Into an Environmental Roadblock, Honda Scraps Plan for School in Colorado

By Jonathan Weisman

When executives of the American Honda Corporation caught their first glimpse of the waters of Gold Lake in Boulder County, Colo., eight months ago, they could not believe their good fortune.

The lake makes up one-third of a privately owned, 90-acre site, surrounded by national-forest land and perched on a mountain ridge overlooking a vast, Rocky Mountain panorama. Such a majestic setting, the corporate officials agreed, would be perfect be for the experimental, public boarding school for at-risk students Honda envisioned building in cooperation with local educators.

But late last month, in the wake of fierce opposition from environmentalists and restrictions imposed by the county commission, Honda said it was abandoning its plans for the site and would take its $25-million project elsewhere.

"Everybody that goes to that site just falls in love with it," Jeffrey Winston, a Boulder consultant hired by the newly formed American Honda Education Corporation to develop the property, said last week. "Everybody who has seen it has his

Continued on Page 15

CHAPTER 1:

A Special Report

John Booz Photography

In 1965, the Elementary and Secondary Education Act broke the previously impregnable barrier against general federal aid to schools.

The heart of that act—called "one of the historic victories of the American nation" by President Johnson—was Title I.

Today, the compensatory-education program, renamed Chapter 1 in 1981, is the centerpiece of the federal effort in education.

Twenty-five years ago, during the 1965-66 school year, about $950 million intended to improve the education of disadvantaged children arrived in the nation's schools. This year, $6.2 billion was appropriated.

In a special pullout report, *Education Week* examines the revolutionary program, which many argue has never quite lived up to its full potential.

NAEP Panel Sets Three Standards For '90 Math Test

Experts Express Doubts About Validity of Levels

By Robert Rothman

WASHINGTON—Asserting that it has resolved the issues that led at least three panels of experts to label the process "flawed," the National Assessment Governing Board has voted to set the first national standards for student achievement.

Acting at its quarterly meeting here this month, the 23-member panel of education, business, and public officials adopted a set of scores on the 1990 National Assessment of Educational Progress test in mathematics that represent "basic," "proficient," and "advanced" levels of performance in the 4th, 8th, and 12th grades.

The board this summer is expected to release a report outlining how students performed against the standards.

The report will, for the first time, show how students should perform on the assessment, according to board members. In the past, they said, NAEP reports have simply described how test-takers performed.

"One thing that is seriously lacking in the national assessment is an external standard," said Francie M. Alexander, associate superintendent of public instruction in the California Department of Education. "If we don't have agreement on what kids should know and be able to do, what does it matter?"

Continued on Page 25

Ex-Richmond Chief Has Left Long Trail Of Fiscal Questions

**By Peter Schmidt
and Ann Bradley**

Walter L. Marks arrived in Kansas City, Mo., to take the job as superintendent of public schools with a résumé that contained both educational high marks and fiscal question marks.

While his innovative magnet-schools program in Richmond, Calif., has won him praise from many, Mr. Marks's financial management of the district, which he ran until last December, has also been called into question.

Mr. Marks's career, particularly his experience in Richmond, illustrates the difficulty school boards have in overseeing the administration of ambitious educational reforms.

The Richmond magnet-schools program was "all just based on hope," said Thomas A. Shannon, executive director of the National School Boards Association. "School-board members were desirous of improving the instructional program, and here was a school administrator who could show them

Continued on Page 12

Photopress

Paula Martin of the East Harlem College and Career Counseling Program, left, and Kristine MacDermott of the University of Akron at a hearing of the House Postsecondary Education Subcommittee last week.

Ideas for Revising Student Aid Focus on Need For Information, Help Years Before College

By Mark Pitsch

WASHINGTON—Soliciting advice and gathering evidence to help them overhaul the student financial-aid system, federal lawmakers say they are getting one message loud and clear: The earlier the better.

For the past several months, members of the Congressional committees that oversee the aid system have been holding hearings in the early stages of the process of reauthorizing the Higher Education Act of 1965.

One of their primary goals, several members have said, is to make the $11-billion financial-aid system more responsive and responsible to students.

And one way to do that, members of the education and business communities who have testified before the panels say, is through "early intervention" programs.

It is not enough to make it easier for the college bound to obtain more aid, lawmakers have been told.

Students, as young as those in the 6th grade and especially the disadvantaged, need to know that college—and the money to pay for it—is accessible, advocates say.

"Every time someone is talking about higher education, they end up talking about junior high," said an aide to Senator Nancy L. Kassebaum, the Republican from Kansas who is the ranking minority member of the Senate Education, Arts, and Humanities Subcommittee.

Added Tim Christensen of the National

Continued on Page 24

Also in the news

4 **Systemic Science Reform**
The National Science Foundation awards $75 million to 10 states to reform their science programs.

5 **Boston Superintendent**
The school committee appoints a Dallas administrator to the job, but she does not immediately accept.

16 **R.I. Reorganization**
Gov. Bruce Sundlun proposes a plan to reduce the number of school districts in the state from 37 to no more than 6.

IN SUMMARY

Moving On in Massachusetts
Diana Lam, the first superintendent of the Chelsea, Mass., schools under Boston University's management of the troubled district, has resigned to run for mayor of Boston. **Page 5.**

Foreign Achievement Tests
A report from the National Endowment for the Humanities says that the national achievement tests used in other nations hold lessons for American test-makers. **Page 8.**

Year-Round Schedule
The Albuquerque, N.M., school board took a major step last week toward placing the entire 87,000-student district on a year-round calendar in three years. **Page 8.**

Redesigning Health Care
Expanding access to health care and improving services for children are the twin focuses of an unusual special issue of the American Medical Association's research journal. **Page 9.**

Fear of Consolidation
An effort in largely rural Nebraska to limit the number of full-time administrators in small school systems has created fear among educators that it will force wide-scale consolidation. **Page 16.**

Funding Child Programs
Senator Christopher J. Dodd last week introduced legislation to establish a trust fund in the federal budget for programs targeted at children, youths, and families. **Page 20.**

Cavazos Travel Inquiry
The Education and Justice departments and the Federal Bureau of Investigation are examining whether the travel practices of the former Education Secretary violated federal regulations. **Page 20.**

Appointments	**30**
Awards	**29**
Capital Update	**23**
Colleges	**11**
Commentary	**26 and 36**
Deadlines	**30**
Federal File	**20**
Focus On: Students	**6**
Legislative Update	**19**
Letters	**27**
Marketplace	**31**
State Journal	**16**
Technology	**8**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 35.

ACROSS THE NATION

NATIONAL

Democratic Group Backs Parental Choice in School-Reform Plan

The Democratic Leadership Council has endorsed a 10-point plan calling for a "sweeping reorganization" of the nation's public schools that includes a call for states to develop parental-choice programs.

The group of politically moderate Democrats endorsed plans for public-school choice that include "protection against discrimination based on race, religion, and poverty."

Meeting at a three-day conference in Cleveland this month, the group also supported giving teachers and principals more decisionmaking authority, rewarding schools for producing better students, and providing a college education for needy youngsters who volunteer for national service.

The resolution, "Making Public Education Work," also calls on Democrats to support:

- The national education goals set by President Bush and the nation's governors.
- A national achievement examination system and an annual report card at national and state levels to measure schools' progress toward meeting standards.
- Full funding of Head Start.
- State efforts to allow entities other than school districts to operate public schools. The Bush Administration recently made a similar proposal.
- Alternative-certification programs for teachers.
- A "national system of apprenticeships" developed jointly by schools, businesses, and labor unions for students not going on to college.
- A new "civilian G.I. bill" that would guarantee a college education in return for voluntary national service.

The resolution was endorsed by the group of more than 1,000 local, state, and federal elected officials.

STATES

N.J. Constitution Protects Student Speech, State Superior Judge Rules

A New Jersey superior-court judge has ruled that local school officials violated a junior-high-school student's right to free speech under the state constitution when they refused to publish his reviews of R-rated movies in a school-sponsored newspaper.

In a 2½-hour oral opinion given May 7, the judge said that school officials practiced "unduly oppressive" censorship by pulling the reviews before publication, said William H. Buckman, the lawyer who represented the student on behalf of the American Civil Liberties Union.

The judge ruled that the New Jersey Constitution—not the U.S. Constitution as interpreted by the Supreme Court—guaranteed the student's right to free speech.

In 1989, officials at Clearview Regional Junior High School in Mullica Hill pulled Brien Desilets' reviews of the movies "Mississippi Burning" and "Rain Man." School officials considered R-rated films inappropriate for junior-high students, Mr. Buckman said.

"I think [the ruling] is important nationally," Mr. Buckman said, "because it tells other students and student advocates that the cramped vision of the federal Constitution presently subscribed to by the U.S. Supreme Court is not necessarily the end of the game."

The Clearview Regional School District board is slated to meet this week to decide whether to appeal the decision, said its superintendent, Michael Toscano.

DISTRICTS

Two L.A. School Police Officers Fired in Wake of King Beating

Two Los Angeles school-district police officers who witnessed the nationally publicized beating of the motorist Rodney King in March were fired earlier this month, a police-union official said last week.

An internal school-district investigation concluded that the officers, Mark Diamond and Paul James Beauregard, did not follow procedure and report the beating to district officials, said Richard Keith, general manager of the Los Angeles Unified School District Police Officers Association.

But the union disputes the existence of such procedures and called the firings "excessive punishment."

Mr. Diamond, a 17-year veteran of the school force, and Mr. Beauregard, a 5-year veteran, will file an internal appeal, and, if necessary, take their grievance to superior court, Mr. Keith said.

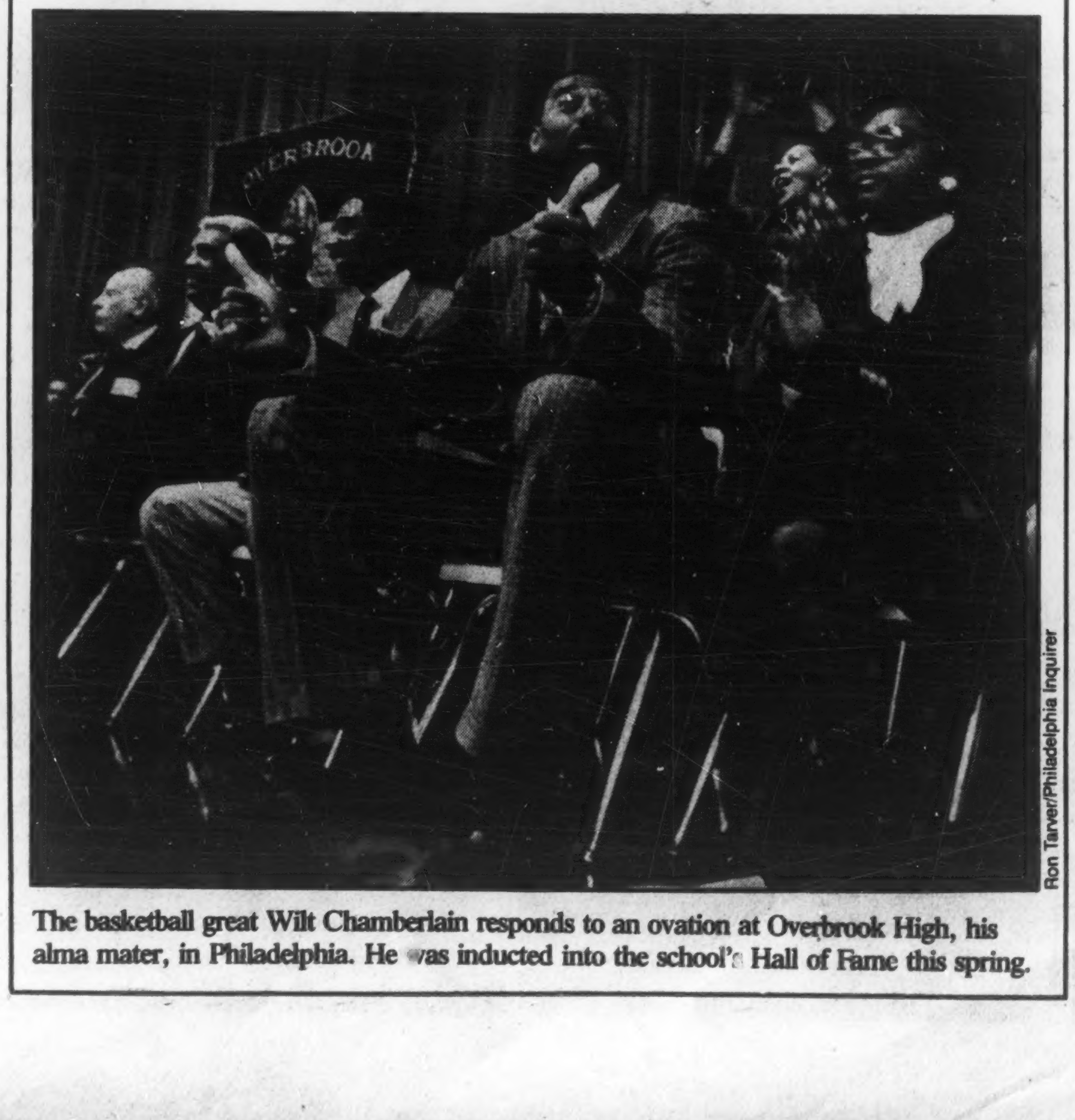
The officers have not been implicated in any criminal wrongdoing connected with the beating, Mr. Keith added.

School-district officials did not return phone calls seeking comment.

Mr. Keith said the officers were on routine patrol when California Highway Patrol officers asked them to join the pursuit of Mr. King's car, which culminated in the beating witnessed by more than 20 officers from several police agencies.

A civilian witness's videotape of the beating was broadcast nationally.

Thumbs Up!



Ron Tarver/Philadelphia Inquirer

The basketball great Wilt Chamberlain responds to an ovation at Overbrook High, his alma mater, in Philadelphia. He was inducted into the school's Hall of Fame this spring.

■ **The Charleston County, S.C., school district has sued the state for allegedly failing to provide enough insurance money to repair schools damaged two years ago by Hurricane Hugo.**

School officials said that the hurricane, which occurred in September 1989, caused $28.5 million in damage to the district's 70 schools. But the South Carolina Insurance Reserve Fund, which is managed by the state's budget and control board, has paid the district $13.2 million for repairs.

The suit, filed in a state court last month against the budget board, seeks fees for the architects and engineers hired to help repair the schools, as well as money for damaged data-processing equipment, the removal of asbestos-containing tile, and lawyer's fees.

■ **A federal appeals court has ruled that a Catholic school in Pittsburgh did not violate federal civil-rights law when it failed to renew the contract of a divorced Protestant teacher when she remarried in violation of Catholic teaching.**

The U.S. Court of Appeals for the Third Circuit held last month that Title VII of the federal Civil Rights Act of 1964 does not apply when a parochial school decides to "discharge a Catholic or a non-Catholic teacher who has publicly engaged in conduct regarded by the school as inconsistent with its religious principles."

Furthermore, the court said, applying that title's prohibition against religious discrimination to the school's decision "would raise serious constitutional questions under both the free-exercise and the establishment clauses" of the First Amendment.

The case involved a dispute between Susan Long Little, who had taught for nine years at St. Mary Magdalene School in Pittsburgh and Bishop Donald P. Wuerl of Pittsburgh.

Ms. Little, who did not teach religion and, according to the court record, "performed well as a teacher," married her second husband, a nonpracticing Catholic, in a civil ceremony. Church officials said she was not

Help
READ TO LEARN
LEARN TO READ
SW

John Booz Photography

Library of Congress

Schools across the nation, like the one in Washington on the right, first began receiving federal help in educating disadvantaged students during the 1965-66 school year. Twenty-five years later, Raynell Robinson, above, benefits from that continued assistance during a Chapter 1 class at Resurrection Catholic School in Chicago.

CHAPTER 1:

An Educational Revolution

At 25, Compensatory-Education Program Strives To Reach Its Full Potential

By Julie A. Miller

Twenty-five years ago, during the 1965-66 school year, something unprecedented and revolutionary arrived in the nation's schools: millions of federal dollars intended to improve the education of disadvantaged children.

With the enactment of Title I of the Elementary and Secondary Education Act of 1965, the federal government became, for the first time, widely and directly involved in precollegiate education.

The 1991 model is more tightly regulated and complex than the loosely conceived program President Lyndon B. Johnson shepherded through the Congress as part of his War on Poverty.

But the basic structure of the compensatory-education program remains remarkably similar to the program launched 25 years ago. The centerpiece of the federal effort in education, the program receives more funds—$6.2 billion this fiscal year—than any other education program except for student loans.

Renamed Chapter 1 in 1981, the initiative has become a favorite with politicians of every stripe and a darling of the education community.

In fact, support for Chapter 1 has become virtually reflexive—as evidenced by glowing remarks made at 25th-anniversary ceremonies by Republican politicians who originally opposed the idea.

"Republicans used to like to attack these programs as Kennedy-Johnson programs," said Representative William D. Ford, the Michigan Democrat who chairs the House Education and Labor Committee. "I don't think anyone seriously questions it now."

Marshall Smith, dean of the school of education at Stanford University and an Education Department official in the Carter Administration, said Chapter 1 "has served as a genuine symbol of the federal commitment to education, and, in that regard, is terribly important."

"To attack it," he added, "would be to attack that symbol."

There is little doubt that the program has made a significant mark on the educational landscape.

Continued on Page 2

CHAPTER 1:

Research

After more than two decades of study, results on the impact of the Chapter 1 compensatory-education program are mixed.

8

Program Improvement

"Program improvement" provisions in the Chapter 1 law are forcing educators to rethink the way they serve disadvantaged children.

11

Rebecca Cook

Early Education

Chapter 1 has played a significant role in supporting early-childhood education; many believe it has the potential to play a much larger one.

14

Private Schools

Educators continue to grapple with the logistical challenge of providing remedial services to students in religious schools.

17

John Booz Photography

Special Education

The future of the Chapter 1 handicapped-education program is again a topic of discussion on Capitol Hill.

20

Education Week is published by Editorial Projects in Education, Inc. Editorial and business offices are located at: 4301 Connecticut Ave., N.W. Washington, D.C. 20008. Telephone: (202) 364-4114. Subscriptions: $49.94 for 40 issues (1 year).

To order extra copies of "Chapter 1", send $4.00 (check or money order, please) to: Education Week, Chapter 1, 4301 Connecticut Ave., N.W. Washington, D.C. 20008. Special bulk rates: Call Christina Smith (202) 686-0800.

CHAPTER 1:

An Overview

Educators Rethinking Programs, Use of Funds

Continued from Page 1

It has, for instance, provided an important source of funding to local schools; helped establish stronger roles for federal and state governments in education; helped advance the cause of equal educational opportunity; promoted greater parent involvement in the schools; and, in some cases, become a base for the political empowerment of poor people.

But many argue that Chapter 1 has never quite lived up to its potential, noting that:

- Because of increased numbers of poor children and limited federal funding, only half of all eligible children are benefiting from Chapter 1 services in the current school year.
- Educators and policymakers often find themselves caught between the need to ensure the appropriate use of Chapter 1 monies and the ability to design innovative and flexible local programs. According to educators and advocates, intricate federal regulations and an emphasis on standardized testing too often have resulted in ill-conceived curricula and poorly designed instruction.

In addition, federal restrictions often mean that children almost as needy as Chapter 1 students cannot use equipment or participate in enrichment programs paid for with federal funds.

- Research on the effectiveness of Chapter 1 remains inconclusive, with many questioning whether the disadvantaged children it serves are being educated in the best way possible.

In response to such concerns and to research about what works best to educate disadvantaged children, educators increasingly are trying to remodel their Chapter 1 programs and to rethink their use of Chapter 1 resources.

There is evidence, for instance, that school officials are making greater efforts to coordinate Chapter 1 with the regular school program and to include non-Chapter 1 teachers in Chapter 1 training programs. Chapter 1 teachers also are using more flexible ability-grouping arrangements and focusing more on students' "higher order" skills in an effort to improve student learning and minimize "labeling."

The goal, educators and policymakers agree, is to worry as much about student learning as they now do about being in compliance with federal regulations. The question, they argue, is whether fundamental changes are needed in Chapter 1 to ensure that it lives up to its potential.

"In the early years, it was simply a question of whether the money was going to the right kids and going to meet their educational needs," Phyllis P. McClure, director of education programs for the NAACP Legal Defense and Educational Fund, said. "Nowadays, that standard is totally inappropriate. Now, we must look at whether it is helping poor children close the achievement gap."

The Federal Commitment: A Legislative Revolution

Until the late 1950's, the federal government's role in education was limited. Some New Deal programs provided indirect, temporary aid to schools; "impact aid" was created to ease the burdens placed on communities by the presence of federal installations; modest funding was available for Indian children; and efforts to aid farmers resulted in funding for school lunches.

In 1958, the National Defense Education Act responded to national-security fears—spurred by the Soviet Union's launch of Sputnik—by providing scholarships and loans to encourage the study of science, mathematics, and foreign languages, and also by funding some school construction.

The Johnson era began in 1963, with passage of a college-construction bill, expansion of the N.D.E.A., and a vocational-education law that expanded the federal focus beyond training in specific occupations. In 1964, adult-literacy programs and the college work-study programs were enacted.

But the revolutionary year was 1965, when the Elementary and Secondary Education Act broke the previously impregnable barrier against general federal aid to schools. The heart of that act was Title I. The same year, a higher-education bill created guaranteed student loans and the Teacher Corps, and Head Start was included in an anti-poverty measure.

President Johnson termed the E.S.E.A. "one of the historic victories of the American nation" and "the most important measure that I shall ever sign."

Several factors combined to ensure the success of this legislative revolution.

Most importantly, passage of the Civil Rights Act of 1964 barred any appropriation of federal support to segregated schools. Until then, the issue of whether federal aid could go to segregated schools had divided proponents of education aid. Several times, Northern liberals and Republican opponents of school aid had combined to pass amendments barring any aid to segregated schools; Southern Democrats then joined Republicans in voting against the bills.

President Johnson also had the support of a substantial Democratic majority in the Congress. And drawing on his now-legendary political skill, Mr. Johnson had his aides work out differences with the various interest groups before introducing his legislation.

Finally, the bill focused on providing aid to the disadvantaged, rather than on appropriating strictly general aid, and it proposed aid for children, rather than for schools. By focusing on the child, the Johnson Administration was able to surmount the roadblock of religion by negotiating a compromise that allowed participation of private-school students in Title I programs—winning the support of the powerful Roman Catholic lobby without losing the support of traditional proponents.

Debate Over Formula

Once it became clear that the legislation was on its way to enactment, the chief debate in the Congress was over the funding formula—an argument that would be repeated time and time again over the following two decades.

President Johnson proposed allocating funds among states by multiplying the number of children in a state who met family-poverty criteria by a figure equal to half the state's average per-pupil expenditure. A sizable minority of lawmakers argued that such an approach would discriminate against poorer states, including many of the Southern states most in need of the new funds.

Proposals were pushed in both the House and the Senate to replace the formula with a straight grant of $200 per eligible child, but those efforts were unsuccessful. Proponents of the formula argued that education was more expensive in the urban areas of the North that would benefit from the formula—and that a change could derail the bill.

Since then, this basic argument has recurred many times. But today's formula is remarkably similar to the original. Language has been added that places minimum and maximum limits on both the value of the multiplier and the total amounts states can receive, somewhat blunting its effect. And "concentration grants" for areas with particularly intense concentrations of poor children have been added.

The result is that the states receiving the most Chapter 1 funds per pupil are a mix of poor Southern states with high percentages of eligible children and more affluent Northeastern states with lesser percentages of poor children coupled with high per-pupil expenditures on education.

Targeting Versus Flexibility

In all the Congressional debate over the new program, however, one critical threshold issue remained unresolved: Was Title I truly an anti-poverty program, meant exclusively to aid poor children, or was it merely a device that made it practically and politically possible for the federal government to provide general aid to schools?

Advocates in the Congress "had tried for decades to achieve federal aid to education," said John F. Jennings, who has served on the Democratic staff of the House Education and Labor Committee since 1967. "When President Johnson picked up the theme of poverty, they used that as a way to achieve an objective they had for decades."

"That's not to say that the people who wanted to achieve federal aid to education didn't believe there should be a focus on the disadvantaged," he added. "But they were most interested in getting the principle of federal aid established."

There were differences of opinion in the Congress on the question of general aid versus poverty aid, and legislative reports that accompanied the laws in both the House and the Senate contained language encouraging states and school districts to construe the program's mandate broadly.

Most state and local officials were happy to oblige.

"State commissioners and superintendents were in favor of general aid, and would do anything in their power to loosen the guidelines of Title I to use it in that way," said John F. Hughes, who directed the program from 1965 to 1969.

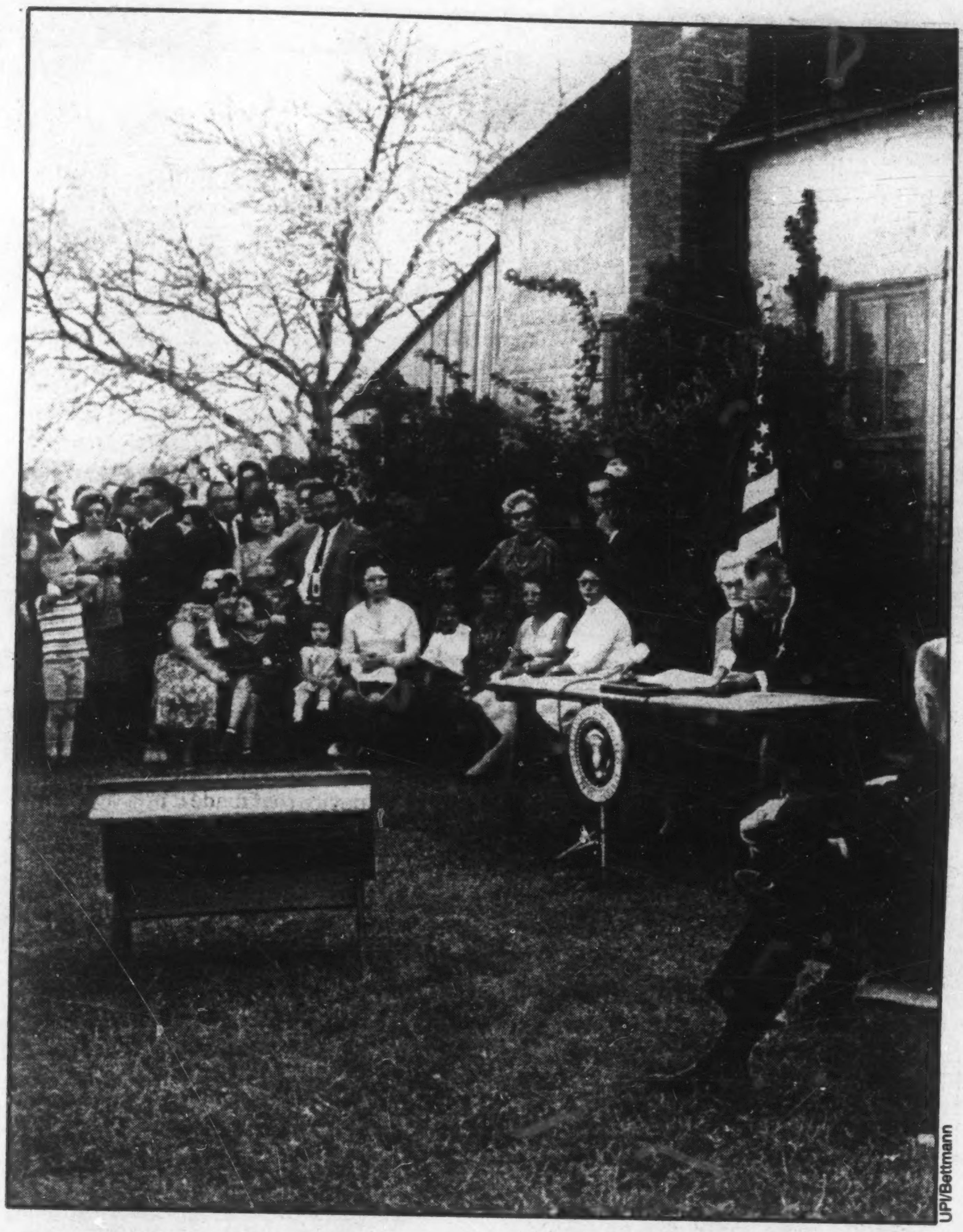
"The education lobby did its part," he added, contending that broad and grand descriptions of what could be done with Title I money—such as a National Education Association brochure depicting the construction of schools—influenced educators to think of it as general aid.

What followed was a period during which Title I funds were spent in every imaginable fashion. In some cases, the money was spent on projects and services that the Congress surely never contemplated—including carpeting for administrative offices, coaches' salaries, sewage-disposal systems, swimming pools, and at least one airplane.

"People went on a spree of buying things they otherwise couldn't have had," said Cliff Eberhardt, a school principal during the early years of Title I who now works on the program for the state of Oregon. "There was a lot of capital outlay. There were some wild things going on in those early days."

Even when districts spent the funds on programs for disadvantaged children, many used the money to duck their own responsibilities to those children.

"In the beginning, superintendents and school boards saw it [Title I] as a dumping ground for ineffective teachers or for patronage hires," said Milton Mathews, who has worked with the program since 1968 and is currently Mississippi's state coordinator.



UPI/Bettmann

Library of Congress

Far left, President Johnson signs the Elementary and Secondary Education Act of 1965 at a Johnson City, Tex., school. With the law's enactment, the federal government became, for the first time, directly involved in precollegiate education.

Chapter 1 Participants: Public, Nonpublic, and Total, 1979-80 to 1987-88

Year	Public	Percent Change Year-to-Year	Nonpublic	Percent Change Year-to-Year	Total	Percent Change Year-to-Year
1979-80	4,973,708		189,114		5,162,822	
1980-81	4,862,308	-2	213,499	13	5,075,807	-2
1981-82	4,434,447	-9	184,084	-14	4,618,531	-9
1982-83	4,270,424	-4	177,210	-4	4,447,634	-4
1983-84	4,381,975	3	190,660	8	4,572,635	3
1984-85	4,528,177	3	184,532	-3	4,712,709	3
1985-86	4,611,948	2	127,922	-31	4,739,870	1
1986-87	4,594,761	*	137,900	8	4,732,661	*
1987-88	4,808,030	5	142,492	3	4,950,522	5

* Less than 1 percent

Source: "A Summary of State Chapter 1 Participation and Achievement Information for 1987-88," U.S. Department of Education, 1990

Many Southern school districts used Title I funds to upgrade the general operation of segregated black schools, providing no additional services other than making the schools look better and freeing other funds for white schools.

"They were using federal money to implement *Plessy* v. *Ferguson*, to get black kids to stay in black schools," said Ms. McClure of the NAACP Legal Defense Fund, referring to the 19th-century U.S. Supreme Court decision establishing the concept of "separate but equal" facilities for the races.

Reports of Abuses

In the late 1960's, reports of abuses began surfacing, eventually contributing to dramatic changes in Title I. The single effort that had the most impact was a 1969 report called "Title I of E.S.E.A.: Is it Helping Poor Children?" It was written by Ms. McClure and Ruby Martin, a former federal official who was director of the Washington Research Project of the Southern Center for Studies in Public Policy—an organization that eventually evolved into today's Children's Defense Fund.

Some of their information came from informants; some came from audit documents supplied by an official in the U.S. Office of Education. It added up to a damning portrait of school districts spending money on frivolous purchases or ineligible schools, "poorly planned and executed" programs, inadequate state oversight, "reluctant and timid" federal management, and exclusion of poor people from program planning. The investigators found many instances where parents of eligible children knew nothing about Title I and where school officials refused to give them any information.

At first, Ms. McClure said, both the education establishment and the Congress reacted defensively. Representative Carl D. Perkins, the late Kentucky Democrat who presided over the Education and Labor Committee for 16 years, "surveyed Title I directors to try to invalidate our report," she said.

"The general feeling among the people who were in favor of federal aid to education was that there were bound to be some mistakes, but it had been impossible to enact federal aid to education for a century, and we had to defend it," Mr. Jennings said, noting that the White House was then occupied by Richard M. Nixon, who sought to "dismantle the Great Society."

But other pressures on the Congress also pointed toward a tightening of the Title I rules, and the basic program principles that survive today took shape in the 1970's—permanently settling the question of the program's intent.

One factor was a lack of funds. Proponents had envisioned a vast program that would improve wholesale the level of education in school districts with many poor children, but, as federal resources became scarcer, it seemed logical to concentrate the available funds on the neediest children.

Another factor was political opposition, particularly from the Nixon Administration. Opponents argued that the program was not producing measurable results, leading supporters not only to target funds more narrowly to the children most likely to benefit and show gains, but also to enact monitoring and testing requirements.

"The program evolved the way it did because of historical forces," Mr. Jennings said. "I know Carl Perkins's conception of Title I in 1966 is not what evolved in the 1970's."

In 1970, lawmakers required that Title I funds not be used to supplant, or replace, state and local funding, and that Title I schools receive state and local support "comparable" to that received by other schools. They also mandated public disclosure of documents related to the program.

In 1974, parent advisory councils were required at the school and district levels, and they were strengthened in 1978.

In 1978, the Congress also enacted rules specifying how districts must rank schools for inclusion in Title I, gave state agencies specific authority to review local programs, and authorized the federal Commissioner of Education to withhold funds from districts that violated the rules.

The Regulatory Pendulum

The pendulum swung back the other way in 1981, after Ronald Reagan swept into the White House with an agenda that included abolishing the fledgling Education Department, consolidating education programs into a block grant, and reducing their funding and the specificity of their regulations.

The Administration won a partial victory when the Congress enacted a smaller-scale plan drafted by House Republicans, which consolidated a number of small programs into what is now the Chapter 2 block grant. *(See Education Week, May 15, 1991.)*

Although Title I remained a separate program, it was renamed Chapter 1 of the Education Consolidation and Improvement Act, a name change that suggested its more streamlined profile. The 1981 law contained much less specific rules on comparability of funding and selection of schools, reduced paperwork requirements, and relaxed state monitoring requirements; it also essentially eliminated the parent-involvement rules.

"What we tried to do is to take out things that were not making for a more effective program but were making for a very complicated administrative situation," said Charles W. Radcliffe, who served as Republican counsel to the House Education and Labor Committee for almost 20 years before retiring in 1982.

David Stockman, then President Reagan's budget director, "really went to bat to take out all the requirements dealing with accountability," Mr. Radcliffe said. "What we did was keep those, but modify them in a way that school administrators felt would not impose unreasonable hardship on school districts."

"What I really want to stress," added Mr. Radcliffe, who is generally credited as the E.C.I.A.'s primary author, "is that what we did in 1981 saved Title I. If we hadn't made the effort we did, the Administration's bill would have passed."

Observers say it is difficult to judge the total impact of the deregulation, but advocates offer anecdotal evidence of lax state and federal monitoring during the 1980's. Also, they say, a majority of school districts abandoned formal parent-involvement structures and generally spread the funds among more schools.

"What happened? I don't think anybody really knows," Ms. McClure said.

The Congress has since restored some of the regulation eliminated by the E.C.I.A., reinstituting some parental-involvement requirements and giving state agencies unprecedented authority to intervene in local programs. *(See related story, page 11.)*

But some of the most-hated regulations did not return. For example, parent councils are not mandatory, and while districts must keep records showing that their spending on Chapter 1 schools is "comparable" to that for other schools, they do not have to file detailed reports.

"We tried to learn our lesson," Mr. Jennings said.

As a result of increased regulation, backed up by federal auditors, outright abuses of Chapter 1 funds are now rare, Chapter 1 officials and advocates say.

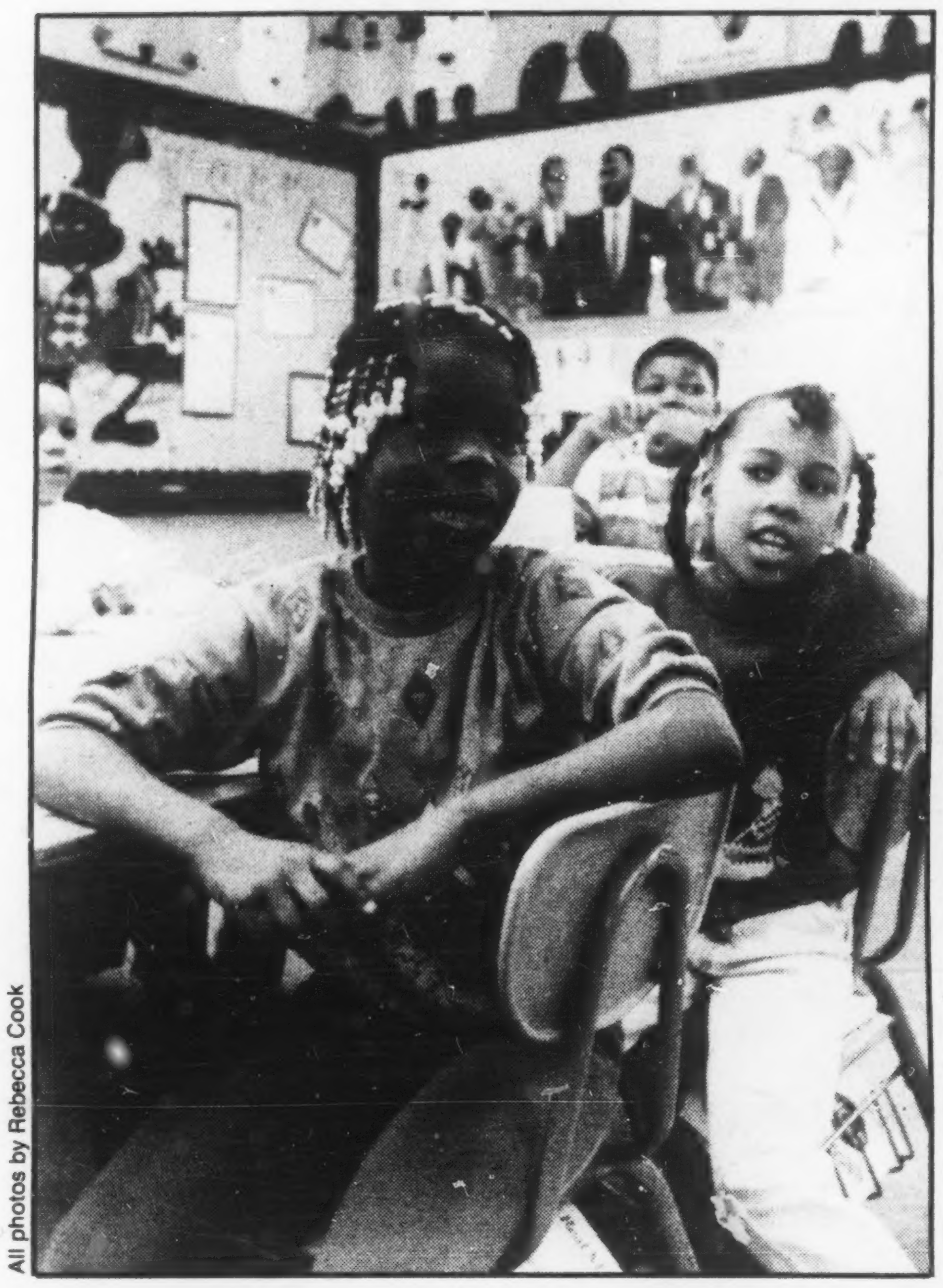
Testifying before a Congressional panel last year, Ms. Martin said, "Not in my wildest dreams could I have imagined 21 years ago that one day I would be appearing before this subcommittee as a state of Virginia public official, accompanied by the director of Virginia's Title I, extolling the virtues of a program that I once called a hoax and another cruel joke on black children—a program that I was almost convinced could not be fixed."

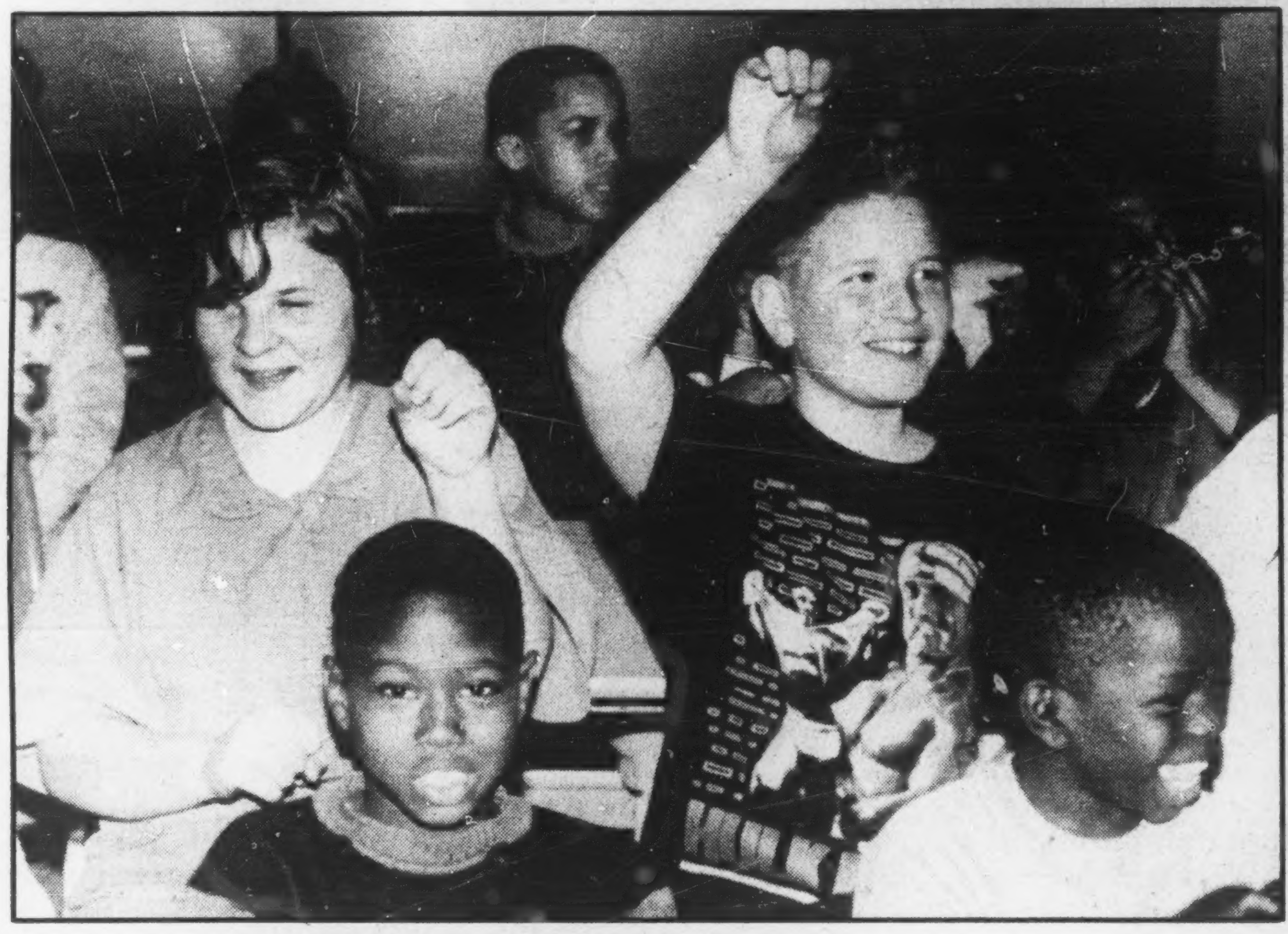
How It Works, Who Is Served

While the legislative trend has generally been toward tighter regulation, the Congress and the Education Department have

Continued on Page 4

Of the 390 students at Lynch Elementary School in Detroit, 126 are eligible for Chapter 1 and about 70 of them receive services. The school uses the $93,000 it receives from Chapter 1 to retain one full-time teacher, to provide a half-time counselor and a social worker who visits once a week, and to bring in some special arts programs. Right, Jeff Nahan, an actor and mime, works with two students during one of his performances at the school as students in the audience, below right, mimic Mr. Nahan's actions. Also at Lynch Elementary, Bette Ford reads to students in a preschool class, and Ron Cunningham, a teacher's aide, helps a child put on his shoes at the end of the school day.





All photos by Rebecca Cook

25 YEARS

Continued from Page 3

not left educators without discretion in deciding which children to serve and how to serve them.

Indeed, the central tension in Chapter 1 policy is balancing the need to ensure that federal funds are used appropriately with local control of education and the need for pedagogical flexibility.

The current law mandates that funds be distributed among states based on their share of low-income students, multiplied by 40 percent of their average per-pupil expenditure. Each state's allocation is then divided among counties based on their number of low-income children.

Low-income children are defined as those from families with incomes below the poverty level or families that have higher incomes but receive welfare payments.

Where counties and school districts are not one and the same, state officials apportion the funds to districts proportionate to their share of eligible children.

In addition, counties with at least 6,500 eligible students, or those where such students are at least 15 percent of enrollment, receive "concentration grants" from a separate appropriation that are also distributed proportionately to eligible districts.

Districts must then divide their allocation among schools, which are eligible if their students include a percentage of children from low-income families at least equal to that in the district as a whole. Districts can use any defensible data system to do this, but most use counts of welfare recipients and of children eligible for subsidized school lunches.

If the district's funds are not sufficient to serve all eligible children, which is usually the case, the district then must rank its eligible schools based on relative degrees of concentration of low-income students.

Although complicated rules allow exceptions in some cases, generally a district must use its Chapter 1 funds in those schools with the highest concentrations of low-income students.

Within the schools, eligible students are selected based not on income, but on the basis of "educational deprivation," usually determined by poor performance on standardized tests and by teacher recommendations.

Local Discretion

It is at the district level that the federal regulations stop and local discretion begins.

The idea behind Chapter 1 has always been "that there should be maximum flexibility for local people to devise the materials and the curriculum," said Representative Ford, who was a junior member of the House Education and Labor Committee when the landmark Elementary and Secondary Education Act of 1965 was passed. "The magic of it is that we used economic measures as a way of rationing dollars to school districts, but once it gets to the school level, everything is based on educational attainment."

Decisions can be made at the state level, and some states do mandate such things as the number of children to be served or how large Chapter 1 classes should be. Massachusetts, for example, mandates a class size of 4 to 6 in elementary-school Chapter 1 programs and 8 to 10 in high schools, according to educators; it also regulates the number of hours of instruction to be provided.

But district officials, principals, and teachers make most of the choices.

A school district can decide to serve only its highest-ranking school, or to serve only 1st and 2nd graders, or to pump much of its money into a preschool program. A district can decide to provide only reading instruction or only mathematics instruction. Some services, such as counseling, can be funded with Chapter 1 money, but are not required.

Districts can prescribe a Chapter 1 curriculum for their schools or leave it up to them. A district can even simply designate eligible schools, divide funds among them based on relative numbers of eligible children, and allow the schools to decide what to do with their money.

Nationally, schools focus most of their efforts on elementary-school children and favor reading over other subjects.

Diversity in the Districts

In Detroit, a task force of area superintendents and central-office officials makes recommendations to the superintendent about the use of the district's Chapter 1 funds, some $62 million in fiscal 1990.

Their key decision, according to Joseph Hirsch, an administrative assistant who helps manage the program, is how to divide the funds among districtwide programs and local programs. With the share it withholds, the district provides such services as "attendance agents" to monitor truancy, "master teachers" who assist local Chapter 1 instructors, social workers, training workshops, and a preschool program.

Money is distributed to schools based on the number of eligible children in each. Each principal makes the final decision on how a school's "local allocation" will be used.

"There are as many delivery methods as there are teachers," Mr. Hirsch said, noting that some teachers use classroom aides, that some children receive instructional help in class with their classmates, and that other youngsters are "pulled out" to a separate room for special instruction.

Marcella Verdun, principal of Herman Elementary School, said her Chapter 1 funds pay for computer equipment, parent workshops, field trips, and math and reading teachers. Extra assistance is focused on children in grades 3 through 5, and is delivered both in special labs and in the form of in-class tutoring.

"We give everybody a chance from kindergarten to 2nd grade to learn in their regular classes," she said.

At Hanstein Elementary School, Chapter 1 children also receive both in-class and pullout instruction, but it is focused on grades 1 and 2.

The school's principal, Billie Joan Gibbs, also spends Chapter 1 funds on equipment and supplies, and on awards—such as bicycles—for children who read the most books.

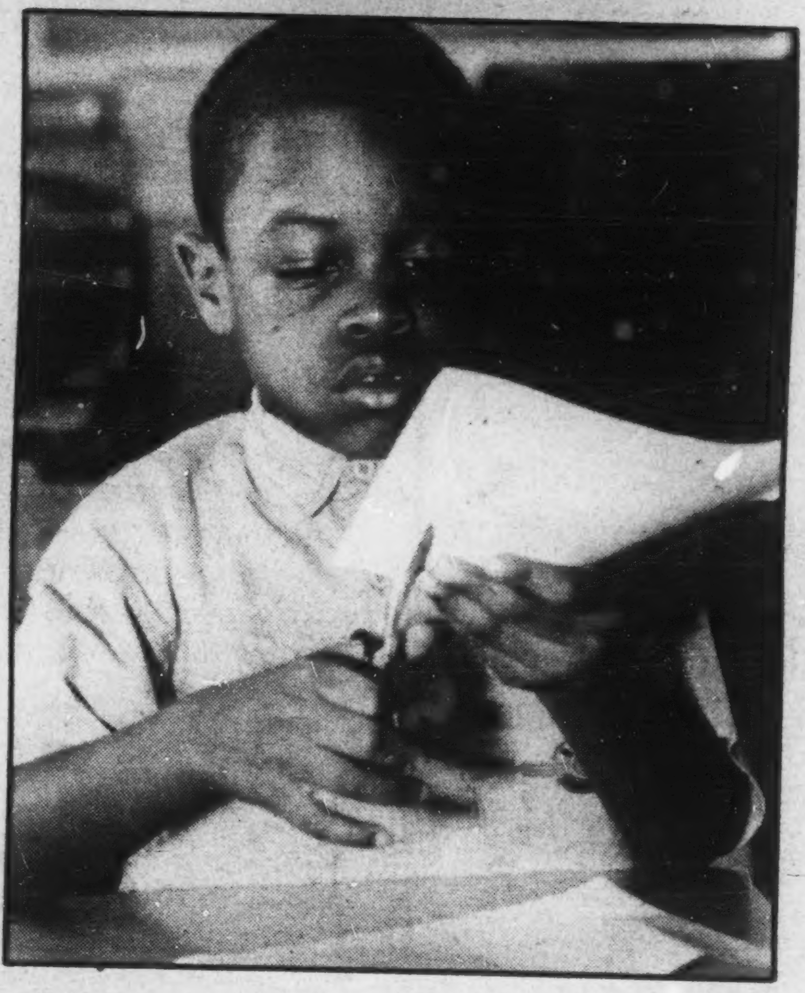
At White Elementary School, children in all grades are served by Chapter 1 "strictly in rank order as to who needs it most," said Lawrence Burrell, a Chapter 1 staff coordinator. The school also uses Chapter 1 money for its "attendance incentive program," a computer lab with equipment children can take home, and bilingual-education programs.

In St. Charles Parish, La.—a much smaller, semi-rural district near New Orleans—the Chapter 1 coordinator, Bertha Barfield, decides at the district level where to concentrate federal funds based on test scores and whether particular children are receiving other compensatory services. Currently, the district provides reading programs in grades 1 through 5 and math programs in grades 3 through 5.

"I just feel reading is more important in the early grades," Ms. Barfield said. "We bring in math in the 3rd grade because that's where we begin to see deficiencies."

Teachers decide specifically what kind of instruction to offer and in what setting.

"I have the freedom to do what I think will work with my children," said Jane Pet-



it, a Chapter 1 teacher at Luling Elementary School. "I like pullout, because it gives them the chance to work in small groups."

Regulation and Pedagogy

While federal rules do not directly determine what Chapter 1 teachers do in their classrooms, the regulations are not without influence, many argue. The trouble, they say, is that the rules end up having a negative impact.

"There are a number of programs that have shown powerful effects with disadvantaged children, but they are very different from the way Chapter 1 is generally used," said Henry M. Levin, a professor of education and economics at Stanford University and the director of its Center for Educational Research. "The problem is that what we do with Chapter 1 funding is the opposite of what's good for kids."

One simple but powerful factor is the toll on teachers' time and energy exacted by the paperwork demanded by the federal bureaucracy.

"We have no time for lunch, no time for planning," said Sonya Davila, Chapter 1 coordinator in Elementary School 45 in Buffalo, N.Y. "You want to spend time on task with the students, but everything has to be documented."

More importantly, rules requiring targeting of funds only to eligible children lead educators fearful of being audited to rely heavily on instructional-delivery methods that separate Chapter 1 students from their peers.

"Unfortunately, many people sort of grew up in the era where you looked at programs through auditor's glasses," said Carley Ochoa, the Chapter 1 coordinator for the Riverside, Calif., schools. "The question is how to do it with a focus on the program, rather than a focus on compliance."

"Pullout" classes became the norm largely because that method makes it easy to show that the funds were spent on the right children.

But "we stigmatize kids with 'pullout,' telling them they're in a program for dumb kids," Mr. Levin said. "We give our neediest kids the most barren program."

Conversely, the restrictions often mean that children almost as needy as Chapter 1 students cannot use equipment or participate in enrichment programs paid for with federal funds.

"When you get ready to take kids on field trips, and only the Chapter 1 kids can go, that really kills morale," said Ms. Verdun, principal of Detroit's Herman Elementary School.

Educators note that isolating Chapter 1 programs is not conducive to coordination between teachers and congruence between programs, which is now recognized as an essential element of successful remedial programs in particular, and effective schools in general.

"Now everybody is moving toward the same goal, unlike in the past when you would be a little group over here doing something totally different, because you don't want to supplant," said Ms. Barfield, of the St. Charles Parish, La., schools. "Many years ago, it was like you couldn't even talk to the regular-education teacher."

Educators also argue that Chapter 1's emphasis on standardized testing has undue influence on what is taught.

"I'm frustrated by not being able to do what I think is best for young children," said Donna Kenney Moffat, a Chapter 1 teacher at Riverside Academy in Buffalo. "Teachers are under great pressure to have a data-driven program. People will say, 'Why aren't your children on this level at this time?' "

Responding to Criticisms: 'What Is Best for the Student'

Now, both federal officials and educators are beginning to respond to such criticisms.

In the 1988 reauthorization, lawmakers somewhat loosened rules preventing children who improve from staying in Chapter 1; made it much easier for schools with many eligible children to operate "schoolwide projects"; required districts to address coordination with the regular program in their applications; and, for the first time, required Chapter 1 programs to help children acquire both basic and advanced skills.

But some children's advocates contend that the regulations drafted by the Education Department do nothing to force schools to take those mandates seriously. In particular, they say, rules governing the new program-improvement process for programs whose students do not show sufficient achievement make clear that the only real accountability measure is standardized tests.

"It's a clear mandate that needs to be translated down to the local level," said Paul Weckstein, a lawyer at the Center for Law and Education who represents the National Coalition of Title I/Chapter 1 Parents. "Few districts have functionally adopted goals defined in that way, let alone adopted a program to achieve it."

However, he acknowledged, under the leadership of Mary Jean LeTendre, director of compensatory-education programs at the Education Department, department officials have made a concerted effort to encourage innovation, and to tell educators that they are at least as interested in results as they are in compliance.

"Don't just do what's easy to document, but also what we know is best for the students," Ms. LeTendre advised at a conference last year. "There are places that have to drastically rethink the way their Chapter 1 resources are applied."

Last year, the department published a report called "Better Schooling for the Children of Poverty: Alternatives to Conventional Wisdom." Its purpose was to exhort Chapter 1 teachers to focus on children's strengths, use more flexible ability-grouping arrangements, focus earlier on higher-order thinking skills, and get away from worksheets and memorization.

The most recent regulations relax some "separation" rules, and the department published a guidance manual that specifically states that equipment bought with Chapter 1 funds, such as computers, can be used for other educational purposes as long as such uses do not detract from the compensatory program.

That was important both practically and symbolically. Computers that sat idle for much of the day were a frequent complaint of educators, and even became a topic of conversation at the 1989 "education summit" between President Bush and the nation's governors.

"I think it's a matter of advocacy," said John T. MacDonald, assistant secretary for elementary and secondary education. "The resources are there. It's a matter of synthesizing resources and getting them to concentrate more directly on problems."

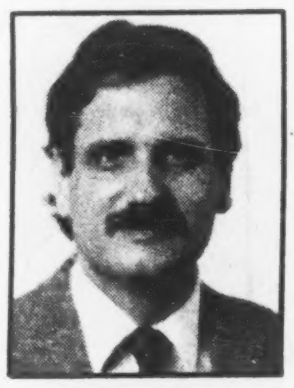
At least some educators are getting the message. Many are reporting greater efforts to coordinate Chapter 1 with the regular school program, inclusion of non-Chapter 1 teachers in Chapter 1 training programs, a new emphasis on literature and take-home reading, and greater interest in new programs designed for at-risk children.

"One thing that's very exciting about Chapter 1 and one thing that's different from the 1970's is that people are doing all sorts of things under Chapter 1 now when they used to do only one or two things," said Robert E. Slavin, a researcher at Johns Hopkins University and the director of the

Continued on Page 6

Chapter 1 has served as a genuine symbol of the federal commitment to education.

–*Marshall Smith*

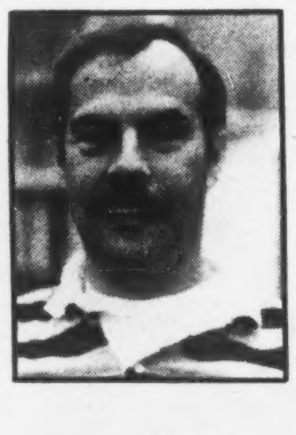


I think there has been a gradual recognition that what we've been doing hasn't been working very well.

–*Robert E. Slavin*

There are places that have to drastically rethink the way their Chapter 1 resources are applied.''

–*Mary Jean LeTendre*



The problem is that what we do with Chapter 1 funding is the opposite of what's good for kids.

–*Henry M. Levin*

25 YEARS

Continued from Page 5

elementary-school program of the Center for Research on Effective Schooling for Disadvantaged Students.

"Schoolwide projects are big now," he said. "People are experimenting more than they ever did with after-school programs, with summer school, with in-class models, more with technology."

"I think there has been a gradual recognition that what we've been doing hasn't been working very well," Mr. Slavin added. "It took a long time, but I think people have just gotten frustrated with the results they have been getting."

A Holistic Approach

One of the most significant changes made in Chapter 1 in 1988, and an important factor spurring innovation in the program, was a provision that made it easier for schools to operate "schoolwide projects" by dropping a requirement that the district provide additional funding to such a school.

Under this part of the program, a school whose enrollment is at least 75 percent low-income children eligible for Chapter 1 funding can use its money to improve the school as a whole, rather than to ensure that only eligible children benefit. It can allow all children to participate in Chapter 1 instruction, buy materials for the whole school, or hire more teachers to reduce class sizes.

To remain a schoolwide project, a school must show that its eligible children's achievement increases or is at least as good as that of Chapter 1 children in other schools in the district.

An Education Department survey found that the number of schools operating schoolwide Chapter 1 programs tripled after the 1988 rule change. In 48 states that responded to the question, schoolwide projects increased from 199 to 621.

Some observers fear that such an approach will dilute the effect of Chapter 1 funds. But a majority of educators argue that schoolwide changes can have a more powerful effect.

"The program has been marginalized," Mr. Smith of Stanford said. "It operates somewhat independently of the main curricular operation of the school and hasn't really changed the core program of the schools."

"Now," he added, "the impetus is to authorize changes to integrate it and use it as a change agent."

Two instructional programs currently gaining considerable notice among Chapter 1 teachers and administrators are applicable only to schoolwide projects.

Mr. Slavin of Johns Hopkins said he created his "Success for All" program with Chapter 1 in mind.

At its heart is an intensive reading program for grades 1 to 3, in which students are placed into small groups across age groups. Tutors work with students who are not keeping up with their peers.

Other components are a "family-support team" that focuses on parent education and student behavior and attendance, and regular assessments of each student's progress.

The program, now operating in 15 schools, is relatively new, but Mr. Slavin said his research has shown strong positive effects on reading skills, and reductions of retentions and referrals to special education. *(See Education Week, Feb. 13, 1991.)*

"The question with this program is whether it will last into the later grades," he said.

Mr. Levin's "accelerated schools" program is similar in spirit, but is more a philosophy than a curriculum. The instructional program is tailored to the needs of each school. The common thread is high standards and a challenging, fast-paced curriculum.

"What we do is change the entire school and all the programs they provide," Mr. Levin said. "What is needed is a good school. What works for gifted and talented kids also works for these kids."

"We work out special services so that different kids are getting different needs met in the same classroom," he said. "The idea is not to stigmatize kids."

The Stanford professor is currently working with 54 schools in seven states.

The Computer Age

Some dramatic changes in the Chapter 1 program have resulted not from new pedagogical theories, but from changes in society and from technological advances.

Educators who are veterans of the program agree that the children now participating are, in many ways, more troubled than those they worked with 25 years ago.

"I see more kids from broken homes, more drug abuse, kids who come in at extremely low levels with retarded social skills," said Theresa Salls, who has taught Chapter 1 students in Framingham, Mass., since the program's inception. "Sometimes I think we're the only stable part of their whole life."

Educators say they are coping with more students who do not speak English, children damaged by their mothers' drug use, and a population that is more mobile than ever.

Chapter 1 programs are responding by including health and nutrition services in their parent-outreach programs, adding guidance counselors and social workers paid for by Chapter 1, and retraining teachers.

But a more positive social trend has also had a great impact. Computers have transformed many classrooms over the past decade, but nowhere have they had greater effect than in Chapter 1. Few Chapter 1 programs still make no use of computers, and, for many poor schools, Chapter 1 is the primary source of funds to buy computers and software.

In Massachusetts, state officials have gone so far as to establish a Chapter 1 computer center that trains 5,000 teachers a

'Full Funding' of Chapter 1 Remains an Elusive Goal

Chapter 1 receives more funds than any other precollegiate-education program—$6.2 billion in the current fiscal year, which represents its highest funding level ever, measured in constant dollars.

But the money appropriated by the Congress has never approached the levels envisioned by its creators.

In 1985, Samuel Halperin, an assistant U.S. commissioner of education when Title I was enacted in 1965, told a 20th-anniversary banquet how President Lyndon B. Johnson's budget advisers rebuked education officials for proposing a cash-flow system projected to handle "a mere $8 billion a year" by 1969.

They need not have worried. While education advocates have criticized Ronald Reagan and George Bush in recent years for skimping on funding for Chapter 1, they have actually been disappointed almost from the program's inception.

President Johnson requested "full funding" of his new program in fiscal 1966, at about $1.2 billion. While only $959 million was appropriated, schools were still allowed to claim their full entitlements.

But the Johnson budget for the next fiscal year contained only a 10 percent increase, or only three-fourths of the amount that had been authorized.

With Mr. Johnson increasingly preoccupied with economic troubles and the Vietnam War, funding for Title I slipped further and further from "full funding."

By 1969, the program was receiving only half what had been authorized, and it was rumored that the Congress was going to approve a cut in the next budget.

Nonetheless, optimistic assumptions are reflected in the name of the umbrella advocacy organization that worried education lobbyists created that year—the Emergency Committee for the Full Funding of Education Programs.

The group, which was meant to be temporary, succeeded in adding a great deal to the fiscal 1970 appropriations bill.

As measured in constant dollars, Title I spending rose steadily and peaked in 1973. It then declined for several years and rose again in fiscal years 1977 through 1979. In 1979, it passed the 1973 mark.

Constant-dollar spending fell sharply during the early Reagan years before rising again in 1987. Last year's $856-million increase was the largest in Chapter 1's history, bringing its funding to the current, $6.2-billion high point—about 63 percent higher in constant dollars than in 1966.

But the 1991 appropriation would have to be $31 billion to equal the "mere" $8 billion that had been projected for 1969.

Meanwhile, the number of children living in poverty has increased, and experts estimate that only about half the eligible children are currently receiving services.

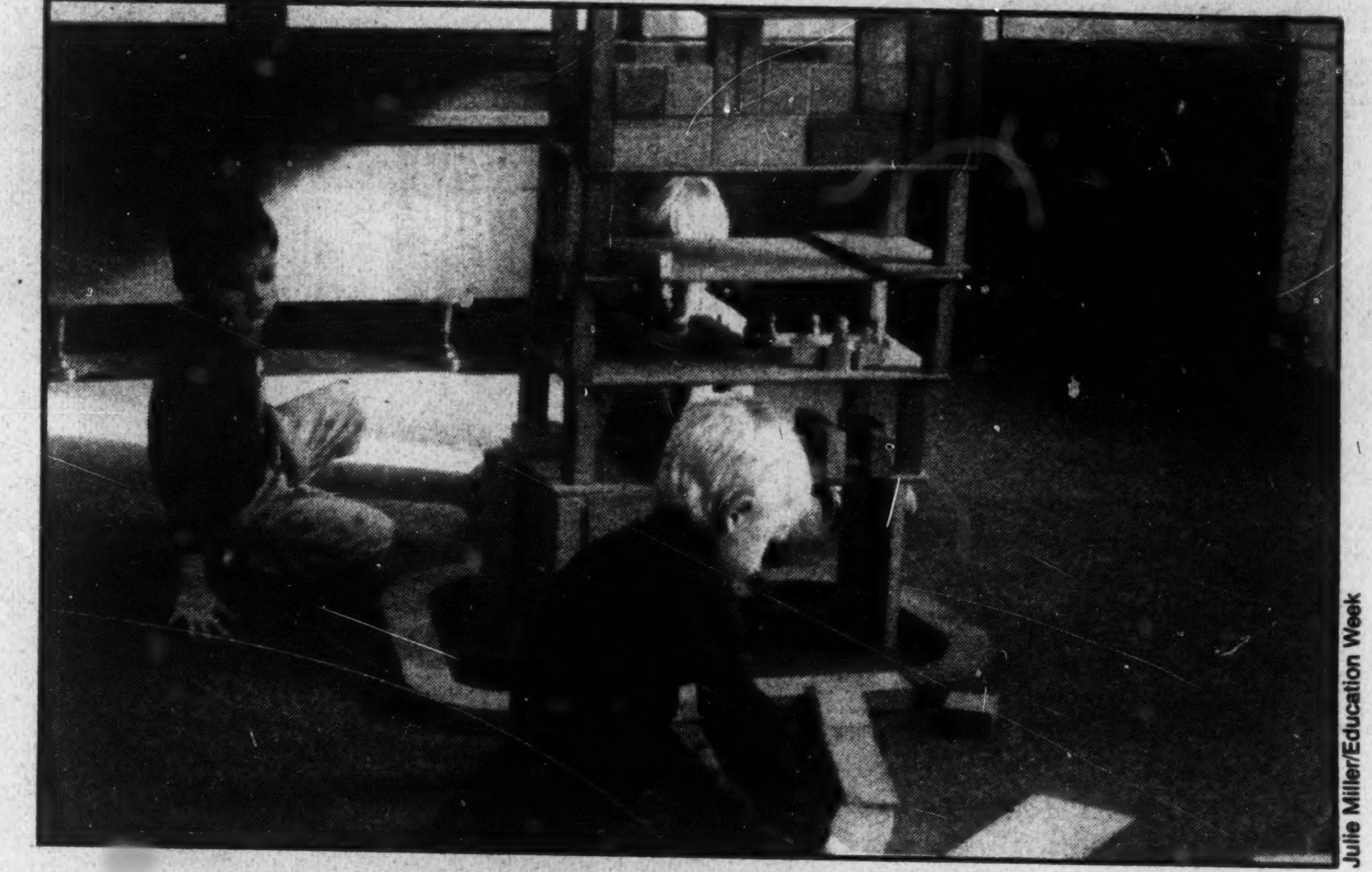
In 1982, the "Emergency Committee" changed its name to the Committee for Education Funding. —J.M.

Funding for Chapter 1, 1980-91

Fiscal Year	Appropriation (In Thousands)	Percent Change From FY 1980	Percent Change From FY 1980 Adjusted for Inflation	Budget Request (In Thousands)
1980	$3,215,593	—	—	$3,478,382
1981	3,104,317	-3.5%	-11.4%	3,686,772
1982	3,033,969	-5.6	-19.2	*
1983	3,200,394	-0.5	-19.6	1,942,000
1984	3,480,000	8.2	-17.6	3,013,969
1985	3,688,163	14.7	-16.0	3,480,000
1986	3,529,572	9.8	-23.4	3,646,615
1987	3,944,163	22.7	-18.6	3,688,163
1988	4,327,927	34.6	-15.1	4,144,163
1989	4,570,246	42.1	-14.6	4,568,065
1990	5,358,783	66.6	-3.9	4,721,549
1991	6,214,757	93.3	6.8	5,604,361

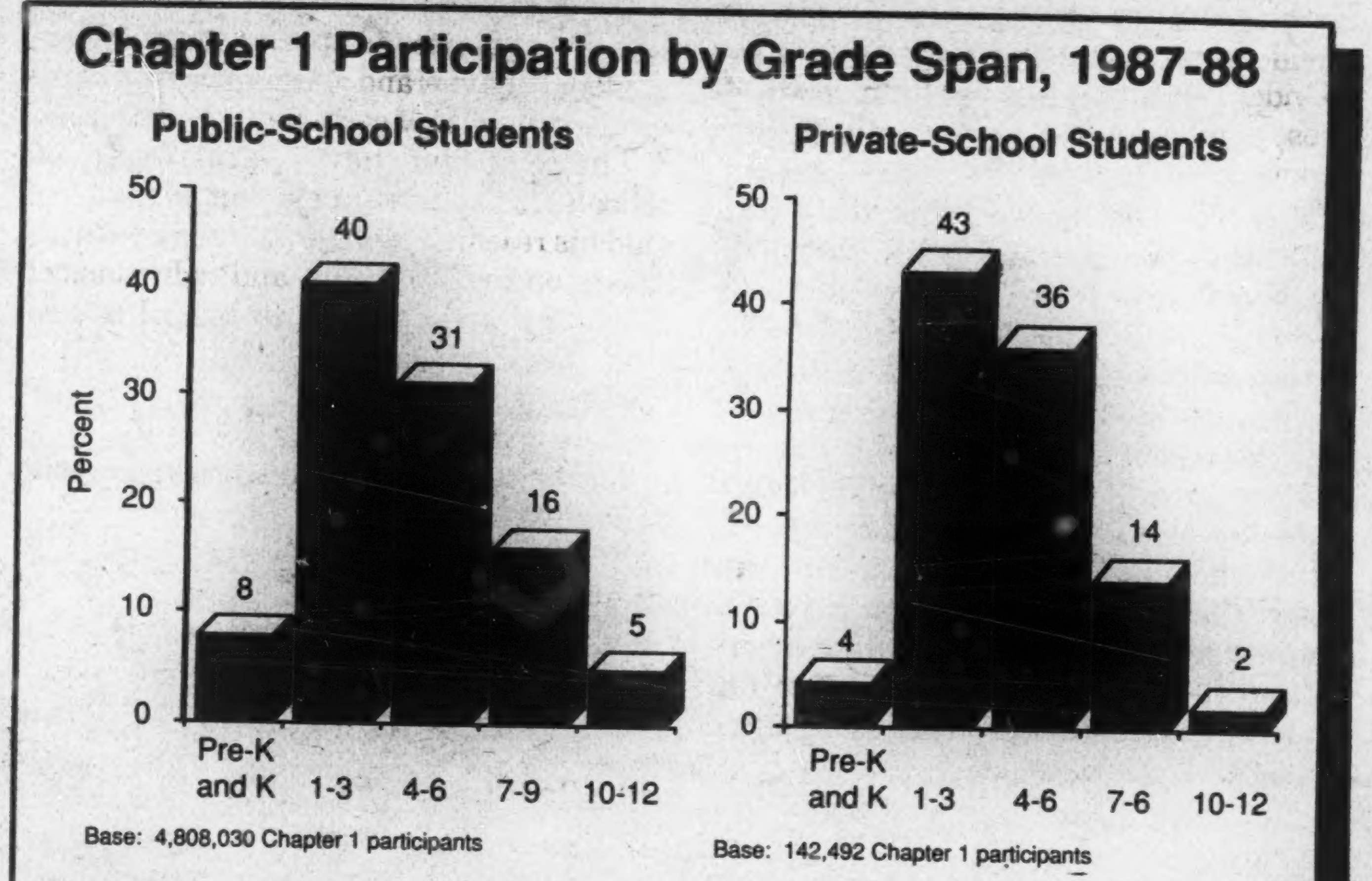
* The budget request proposed program termination and replacement with a $3.6 billion local education block grant and a $0.7 billion state education block grant. A $0.5 billion education block grant was enacted instead, but the Chapter 1 program was not included in it.

Source: Congressional Research Service



Julie Miller/Education Week

Children in a Chapter 1-funded preschool class at School No. 45 in Buffalo, N.Y. The district is often mentioned as a model for parent involvement.



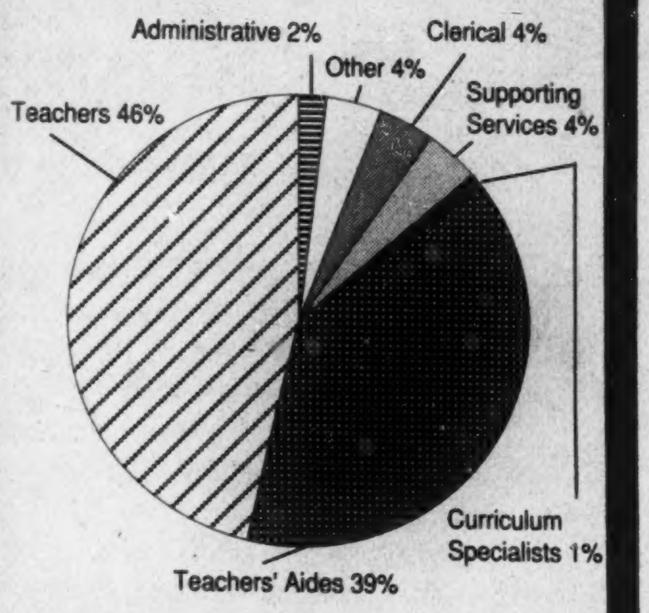
Chapter 1 Participation by Grade Span, 1987-88

Base: 4,808,030 Chapter 1 participants

Base: 142,492 Chapter 1 participants

Note: Percentages do not add up to 100 because of rounding.

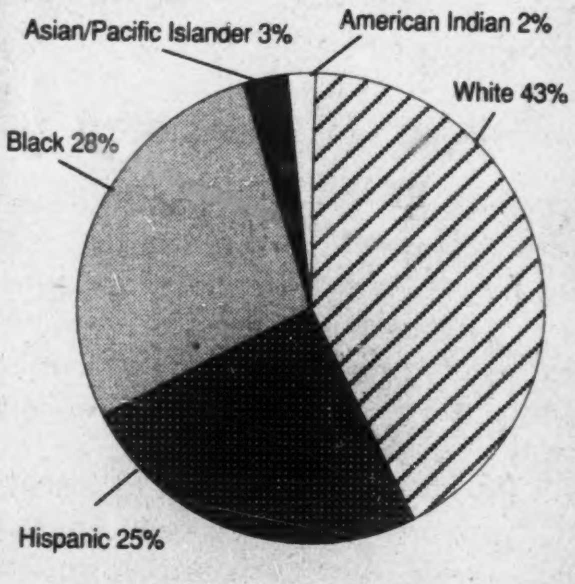
Source: "A Summary of State Chapter 1 Participation and Achievement Information for 1987-88," U.S. Department of Education, 1990



Chapter 1 Full-Time Equivalent Staff by Classification,1987-88

Note: The "other" F.T.E. staff category includes such positions as parent coordinator, tutor, consultant, language specialist, bookkeeper, parent consultant, and social worker.

Base: 143,616 staff menbers



Chapter 1 Participants By Racial/Ethnic Classification, 1987-88

Note: Percentages do not add up to 100 because of rounding.

Base: 4,953,783 participants for which data were reported

Source: "A Summary of State Chapter 1 Participation and Achievement Information for 1987-88," U.S. Department of Education, 1990

year in the use of computers and keeps a library of more than 2,800 pieces of software for their perusal.

Computers allow students to work at their own pace, teach them how to learn independently, allow teachers to help more students at once, and provide something that is clearly an addition to their regular program. Some Chapter 1 teachers have software that specifically diagnoses individual students' strengths and weaknesses.

Many Chapter 1 programs also train parents to work on computers with their children, and some even allow them to take computers home.

But some teachers say the most important benefit of computers is their effect on the motivation of Chapter 1 students and on the attitude of other students toward those who are in the program.

A Motivational Tool

"It's a great motivator, because the kids think it's like Nintendo," said Lynne Farmer, a Chapter 1 teacher at R.S. Vial Elementary School in St. Charles Parish, La. "It's like giving a Tupperware party: You've got to sell it, and you can't do it with Raggedy Ann anymore; you have to do it with Ninja Turtles."

In Framingham, Mass., Chapter 1 students are occasionally allowed to bring other students to the computer lab as "guests."

"This gives them a new prestige," said Karen Mathany, the district's Chapter 1 coordinator. "It's a whole new attitude toward Chapter 1."

"I get calls from parents who say, 'How do I get my kids in your program? What side of town do I have to live on?' " she added.

One program that is currently drawing great interest from Chapter 1 teachers is based entirely on computer instruction.

"HOTS" was created specifically for Chapter 1 students by Stanley Pogrow, an associate professor of education at the University of Arizona. The name is an acronym for "higher-order thinking skills," and that is what his program is designed to teach.

The program consists of a variety of computer programs for students in grades 3 through 6, ranging in complexity from a computer version of the paper-and-pencil game "hangman" to a lengthy game called "Oregon Trail," in which students play the part of homesteaders.

What the programs have in common is an emphasis on independent thought and problem-solving. Teachers are trained to avoid giving students the answers.

"One of the difficulties Chapter 1 students have is that they aren't able to generalize their reasoning skills," said Jim Tickle, Chapter 1 coordinator in Fall River, Mass. "We focus on rote memorization. This puts them in situations where they are really challenged to develop solutions to problems."

Added Mr. Pogrow, "By the time kids get to the 4th grade, the problem is no longer a knowledge deficit, but that they don't understand how to understand."

He said the program has produced standardized-test gains double the national average for Chapter 1 students, and has grown exponentially from an original group of 14 schools. About 775 currently participate, and Mr. Pogrow expects that to nearly double next year.

Mr. Pogrow notes that his program "really runs counter to a lot of the reform rhetoric that's out there," in that it is focused on particular students.

"I see nothing wrong with pulling kids aside if you're giving them something good," he said.

Mr. Pogrow also pointed out that another program that has been shown to be successful with disadvantaged children, and is also a hot topic of discussion now among Chapter 1 teachers, is Reading Recovery, which emphasizes intense one-to-one instruction for individual students. *(See Education Week, Nov. 7, 1990.)*

The extent to which Chapter 1 has improved the academic performance of its target population is disputed, with most research showing only modest gains as compared with other students. *(See related story, page 8.)* But there is no doubt that the program has had a profound impact on American schools.

The Legacy of Chapter 1: New Money, New Roles

Title I was the leading edge of a wave of federal funds that has become a small but significant part of school budgets and led to a greater federal role in education.

"In the beginning, we were afraid to accept the money for fear of federal control," said Mr. Mathews, the Chapter 1 coordinator for Mississippi. "It was deemed tainted federal money. Now they say the money is still tainted, but 'taint enough of it."

Many say the comparability requirements that mandated equal state and local expenditures on Title I schools did more to advance the cause of equal opportunity than did the courts.

"By the time comparability was established, school districts had gotten to like the money, and it became an effective tool," Ms. McClure of the NAACP Legal Defense Fund said. "This was Title I's greatest legacy."

"Title I changed the funding philosophy of education greatly," Mr. Hughes said. "It's now acceptable to give more money to the disadvantaged because they are at risk."

Title I was also a catalyst for the awakening of state education agencies into a force to be reckoned with. The E.S.E.A. provided federal funds—$25 million the first year—specifically to strengthen state agencies. Those agencies were gradually given more and more authority to monitor local programs.

"It wasn't just the feds stepping in and asserting an increased role and less power for state and local governments," Mr. Weckstein of the Center for Law and Education said. "It gave states some authority to oversee this money. That gave them a role they didn't have before and spawned state compensatory programs that didn't exist before."

"At the local level," he said, "it empowered certain people, certain staff, and certain schools by forcing changes in resource allocation."

The inclusion of private-school children in the program forced public- and private-school educators to collaborate on a service-delivery plan and opened up lines of communication between them in some cases.

"I'll never forget going back to my district to talk about the new act to educators in Rochester, Minn.," Albert Quie, who was a Republican Representative in 1965, said last year at a hearing commemorating Chapter 1. "There were public and parochial teachers and administrators, and they got along extremely well. I asked them how often they got together, and they replied, 'Never before.' "

Parent Involvement

Many observers also give Title I a great deal of credit for spurring attention to the importance of involving parents in their children's education.

"Now the need for parental involvement is part of the conventional wisdom," Mr. Hughes said. "I consider that one of the victories of Title I."

In some instances, parent advisory councils established at the school and district levels have become a base for the political empowerment of poor people.

"Low-income parents realized they had some rights, and began speaking up," said Lucy Watkins, an education specialist at the Center for Law and Education. "They became volunteers, got part-time school jobs, went back to school."

Some parents started as advisory-panel members and ended up running for elected office.

"People learned how to conduct a meeting, how to write their legislator," said Mr. Eberhardt, the Oregon coordinator. "They learned they could write a letter and someone would respond. Parents began going to school-board meetings. That took some power away from the existing structure."

But many educators complained of interference, and, they said, the 1978 rules, which detailed such things as how council members were to be elected, were unduly prescriptive. When the program became Chapter 1 in 1981, the parent-involvement provisions were perhaps the most heavily pared of all, reduced to one paragraph requiring only an assurance of consultation and an annual informational meeting.

Some districts maintained their advisory councils and their links with parents. But more, in the words of Mr. Eberhardt, "dropped them like a hot potato."

In a 1984 study, the Children's Defense Fund found a "significant decline in organized parent involvement" in 25 states surveyed.

Retaining Ties to the Program

In 1988, the Congress required schools to have specific plans for parent involvement, but did not mandate the reconstitution of

Continued on Page 9

CHAPTER 1:

Research

Studies Show Mixed Results, Spur Calls for Changes in Program

By Julie A. Miller

Although Chapter 1 has funneled more than $60 billion in federal funds to school districts over the past 25 years, research does not unequivocally back up lawmakers' apparent faith in the compensatory-education program.

"After more than two decades of study, evaluators have declared it to be 'a program that works,' a program which has produced modest gains, and a virtual waste of taxpayers' money," a group of researchers recently wrote in a paper summarizing the research literature on Chapter 1.

The paper, obtained in draft form by *Education Week*, was written for the Education Department in preparation for a massive, unprecedented longitudinal study of Chapter 1 students that aims to answer some of the outstanding questions about the program's efficacy. The authors collaborated on the study design and hope to win a contract to actually conduct it as well.

"The research that exists to date basically says Chapter 1 does work in the sense that it helps kids do better than they otherwise would have done," said Robert E. Slavin, a researcher at Johns Hopkins University who is widely considered a national expert on Chapter 1.

But, he added, the research also shows that the program "doesn't work well enough to help them catch up with their more advantaged peers."

"Has it been a waste of money? Not at all," said Mr. Slavin, director of the elementary-school program of the Center for Research on Effective Schooling for Disadvantaged Students. "I think most people would say it's made a difference, but when you look at the picture of what poor kids, minority kids are doing, you have to say we need to do something different."

Stanley Pogrow, an associate professor of education at the University of Arizona who has designed an acclaimed, computer-based program to teach thinking skills to Chapter 1 students, offers a blunter assessment.

"Let's face it: Chapter 1 is ineffective," he said. "The kids you're serving never get out of Chapter 1. The problem isn't with the concept, but with the way school districts use the money."

Studies Show Mixed Results

Data from the National Assessment of Educational Progress show that the achievement of disadvantaged and minority children has improved relative to that of the general population since the inception of Title I in 1965. According to the "National Assessment of Chapter 1," which was mandated by the Congress in preparation for reauthorization of the program in 1988, that trend became particularly evident with children born after 1963, who would have entered school in the late 1960's, when the federal program was becoming fully operational.

However, studies specifically designed to measure the impact of Chapter 1 programs show mixed results, with most finding modest gains.

"Even when you look at what Chapter 1 calls its exemplary programs, you don't find that they systematically bring children into the mainstream, even over several years," said Henry Levin, a professor of education and economics at Stanford University and the director of its Center for Educational Research. "You find that a kid who's in the 15th percentile comes up to the 20th percentile."

The only comprehensive national study to date on the achievement of Chapter 1 students is the "sustaining-effects study," which was commissioned by the federal government in the late 1970's.

Researchers collected achievement data on 120,000 students in 243 schools in 1976-77, then followed a smaller group of students over two subsequent years. It found that students served by what was then called Title I generally improved more over the course of a year than did other "needy" students who did not receive services.

Children in mathematics programs and students in the early grades showed the greatest gains, while reading students in grades 4 through 7 did not improve appreciably faster than the comparison group.

Moreover, the limited longitudinal data collected for the sustaining-effects study indicated that participating children eventually lost much of the ground they had gained after exiting from the Title I program.

The most recent "National Assessment of Chapter 1," which was completed in 1987, included re-analysis of the "sustaining effects" data that used new statistical techniques to form comparison groups more similar to the Title I students in the sample. The researchers found that "the more similar the comparison group was to Title I participants, the greater the achievement benefits associated with Title I participation."

Test Scores Analyzed

The national assessment also analyzed test scores collected by school districts, which showed that the average Chapter 1 student improved his national percentile ranking slightly over the course of the 1983-84 school year.

The authors concluded that Chapter 1 students achieved greater increases in their test scores than comparable students not participating in the program, but that "their gains do not move them substantially toward the achievement levels of more advantaged students."

Researchers also say that existing studies offer no conclusive evidence for the superiority of either "pullout" instruction, for which Chapter 1 students leave their regular classrooms, or in-class assistance.

"Based on the research that has been conducted to date, we cannot conclude with confidence either that pullout is more effective than in-class instruction or that the opposite is true," said the recent research summary, which was prepared by the group of contractors who collaborated on designing the upcoming longitudinal study.

While researchers acknowledge that studies to date have failed to find large gains by Chapter 1 students, they hasten to point out that the lack of sharp results could be due, at least in part, to the difficulty of measuring the program's impact.

The researchers cited several difficulties, including:

- The variability of Chapter 1 programs.

Federal regulations set some guidelines, but schools have a great deal of leeway to design their own instructional programs for Chapter 1 students. Students in different schools can receive very different services, and those services can be offered at a wide range of intensity levels.

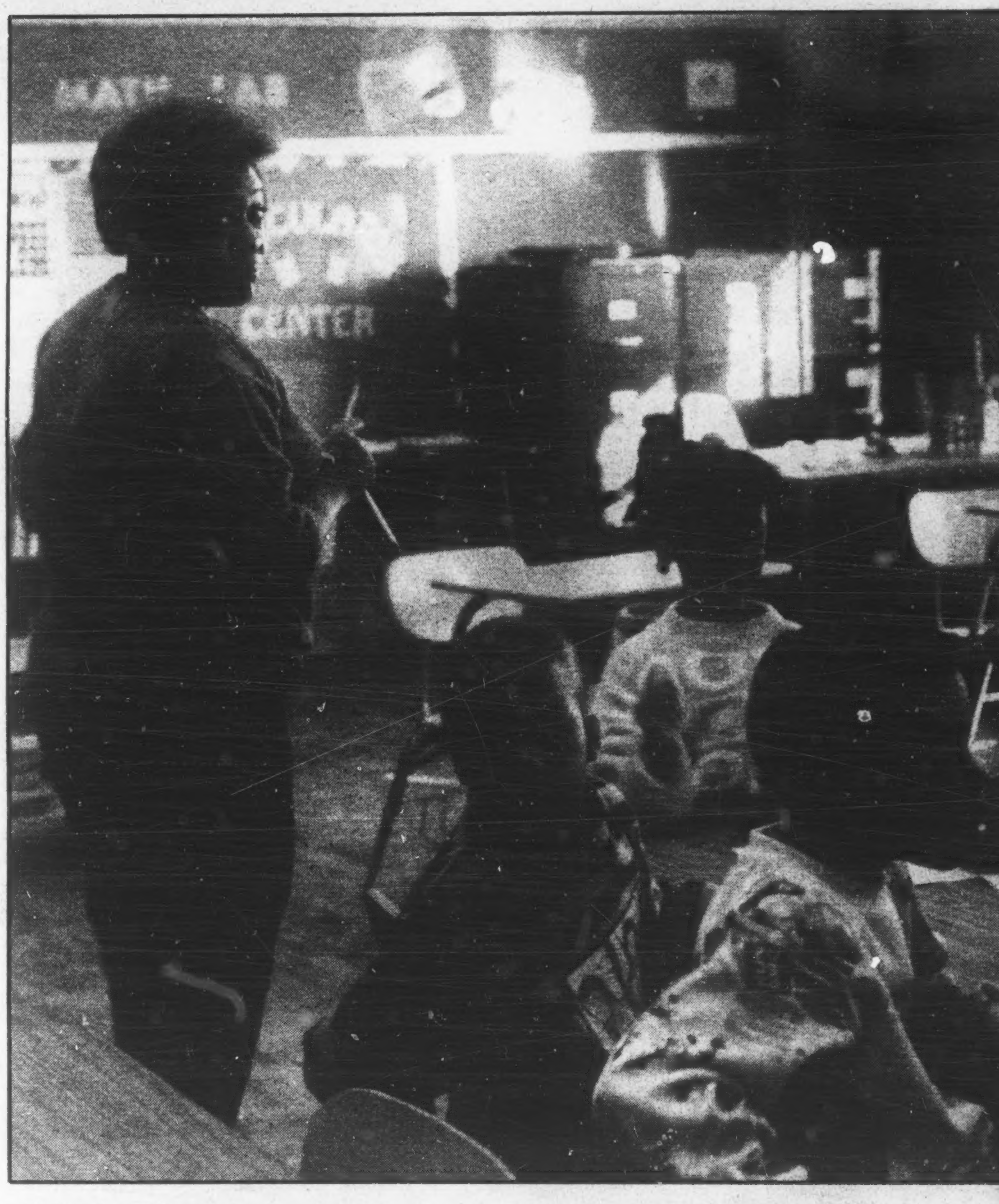
- The exceptional mobility of the Chapter 1 population.

Many children cannot be retested over time, and it is impossible to determine which school's program is responsible for the gains some mobile students make. The children who are most successful leave the program and often are not retested, possibly causing an understatement of the program's impact.

- Isolating program effects from the impact of a child's regular school program.
- Lack of adequate control groups.

Probably the thorniest problem facing researchers trying to evaluate Chapter 1 is the difficulty of finding a similar group of students not receiving services with whom Chapter 1 students can be compared.

"It's hard research to do because most of the kids who qualify for Chapter 1 services are receiving them," Mr. Slavin said.



Comparing Students

By definition, students receiving Chapter 1 services are needier than classmates who do not, and schools receiving Chapter 1 funds serve a more disadvantaged population than others in the same district that do not receive funds.

Comparing students in different schools and schools in different districts means having to ensure that results are not skewed by differences in demographics, resources, and school philosophy unrelated to Chapter 1.

"It's costly to do; it's hard to do; it's a complex issue, and it takes considerable effort and thought," said Elois Scott, who is overseeing the longitudinal study for the Education Department's planning and evaluation service. "But our data show that there are similar kids in similar schools who may or may not be receiving services."

According to study documents, Ms. Scott, and Mr. Slavin, who contributed to the study design, it aims to circumvent these problems by using several different approaches at once, comparing:

- Schools and students that are near the "cutoff point" for Chapter 1.

In a given school, only a certain number of children can be served, and those whose achievement is either barely high enough to place them out of Chapter 1 or barely low enough to qualify them can be compared. Likewise, some districts have two similar schools, one with just enough low-income students to get Chapter 1 funds and one with barely too few.

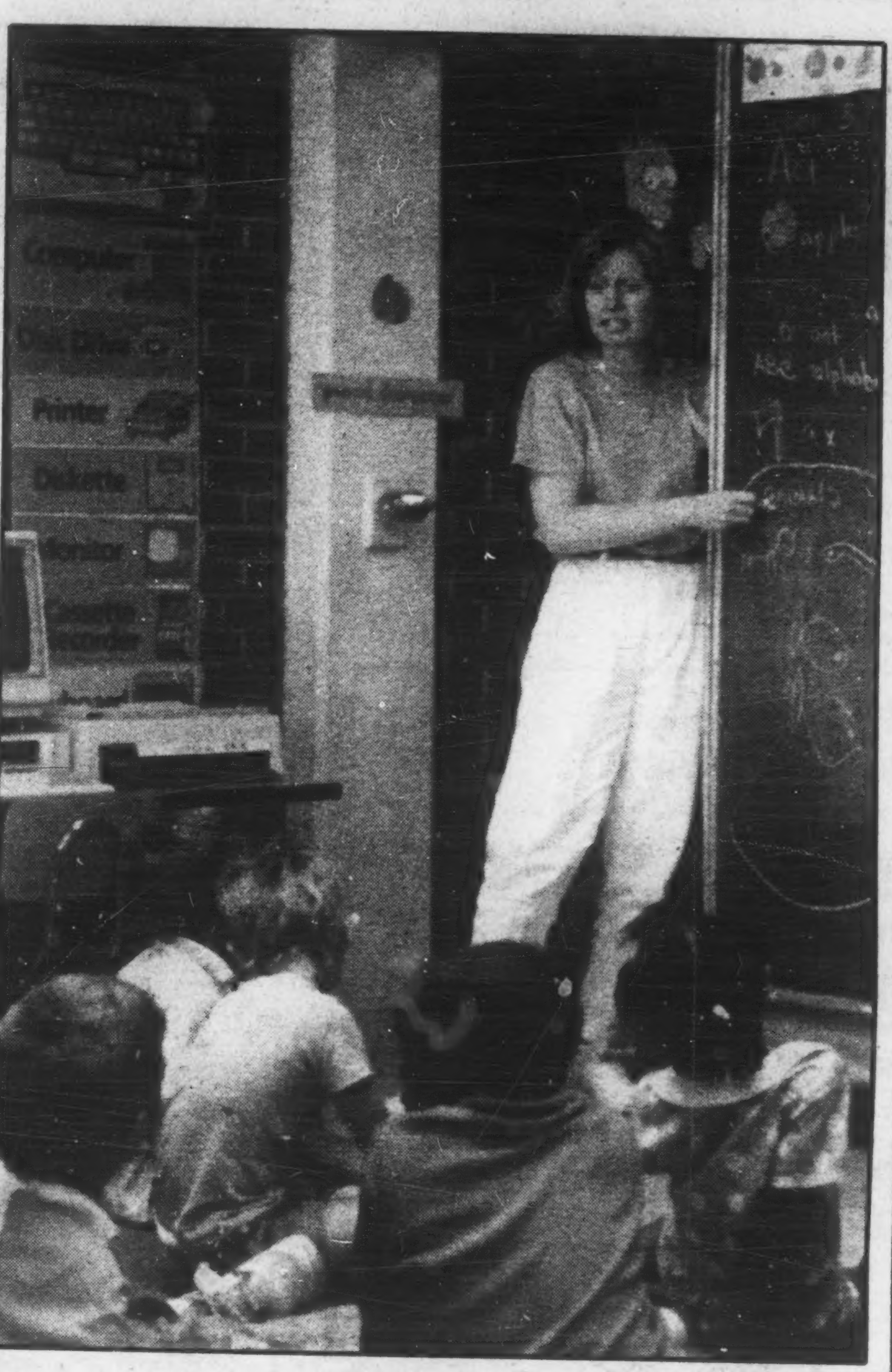
The disadvantage of this approach is that it does not study the most disadvantaged children.

- Comparing similar children who received reading instruction with those who received help in math.
- Trying to match students with similar characteristics in different schools while controlling for differences between schools.

Ms. Scott said 247 participating districts and about 300 schools have been chosen in 46 states. She said districts were chosen to give the most representative sample, and that those reluctant to participate will essentially be forced to do so.

"We're trying to encourage them, because the study is so important, not only for Chapter 1 but for what it can tell us generally about the education of disadvantaged children," Ms. Scott said.

However, she said, "it is our interpretation" that Chapter 1 regulations require districts to provide whatever information is deemed necessary.



Julie Miller/Education Week

Chapter 1 classrooms at White Elementary School in Detroit, left, and Westgate Elementary School in Jefferson Parish, La., above. Studies specifically designed to measure the impact of Chapter 1 programs show mixed results, with most finding modest gains in student achievement. "Even when you look at what Chapter 1 calls its exemplary programs, you don't find that they systematically bring children into the mainstream, even over several years," says Henry Levin, a professor of education and economics at Stanford University.

Data collection is to begin this spring. The study team will administer standardized tests to children in grades 1, 3, and 7. The youngsters will also be surveyed about their school and extracurricular activities.

Several Surveys Planned

Teachers, administrators, and parents will be surveyed about "kinds of services, level of service, coordination between programs, the type of curriculum used in the regular program and how it relates to Chapter 1, emphasis on higher-order skills, attitudes," Ms. Scott said.

In addition to academic achievement, the study will track trends in delinquency, retention, school grades, and dropout rates.

The researchers plan to follow the children over several years as well as to create a larger longitudinal sample by matching similar children in the different age groups.

Ms. Scott said they will try to follow all children who move within a district and all dropouts, and will follow as many of those who move to another district as possible.

"Existing research has not followed students or looked at dropouts," she said. "It also hasn't taken a single group of kids and followed them all the way through."

The data will be sufficient to make comparisons between major ethnic groups, and an additional grant from the department's office of bilingual education and minority-languages affairs will enable researchers to sample enough limited-English-proficient students to draw conclusions about them. The department decided, however, that adequately sampling Indian students would be too expensive, Ms. Scott said.

The Congress has authorized a total of $22 million for the study.

"A lot has happened since the sustaining-effects study—the whole reform movement and emphasis on higher-order thinking skills," Ms. Scott said. "I think we may find something very different about academic achievement and how it is sustained in these kids."

Congressional Assessment

In addition to the longitudinal study, which is not due until 1997, the Education Department is beginning a new "national assessment" to be completed before the Congress is to reconsider Chapter 1 in 1993.

The law authorizing the study specifically mandated an independent advisory panel and prohibited the department from altering the contractors' work.

That study is to examine:

- The implementation and efficacy of new provisions written into the 1988 reauthorization law, including rules for operating schoolwide projects, parent-involvement requirements, and program-improvement provisions that require remedial action to improve programs whose students show insufficient academic gains.
- How Chapter 1 funds are allocated, how children are chosen, and the number of eligible children not being served.
- The qualifications of Chapter 1 instructors.
- The effectiveness of Even Start, which combines adult literacy and parenting programs with preschool for young children, and of programs for migrant students.
- Student achievement, "as reflected by student attendance, behavior, grades, and other indicators of achievement." ■

---

25 YEARS

Continued from Page 7

formal advisory panels.

While surveys indicate that the number of districts with parent advisory councils has increased since their decline in the early 1980's, only 31 percent of Chapter 1 districts reported operating them in the 1989-90 school year, according to a 1990 report on implementation of the latest Chapter 1 amendments prepared for the U.S. Education Department by Policy Study Associates.

"It depends on who you are working with, what the administration's attitude is," said Ann Stuckey, a Memphis resident who got involved with Title I when her child was enrolled 14 years ago and now is employed as a liaison to parents. "There's still a lot of stigma between parents and administrators."

In a series of visits to schools in Detroit, for example, many principals and teachers voiced frustration at their inability to get parents' attention, recounting efforts to find them transportation or even to pay them to attend meetings.

Some parents said they were satisfied with their schools' efforts; others complained that they were shut out of decisionmaking.

Mr. Hirsch, the district administrator, called some schools' plans for involving parents "weak," but also complained that "there are politically active people, some of whom don't even have children in the program, who push themselves to the forefront and intimidate the real parents of Chapter 1 children."

"If we really had parent involvement like the law intended, we would have an easier time remediating these kids," Mr. Hirsch said. "But all some of these people care about is getting money to attend conferences."

Bill Tate, a Detroit resident who once had a child in the program and now represents other parents, said district officials "don't appreciate the need for trained parents sharing ideas."

Noting that some Chapter 1 parents do retain ties to the program after their children graduate from it, Ms. Watkins of the Center for Law and Education said: "Educators are right to fear that, that [current] parents will be intimidated. [But] there is also reason to fear that parents new to the program won't know their rights if they haven't been tutored by people who are old hands at it."

The Policy Study Associates report found that the most popular form of parent involvement is conferences for parents, offered by 70 percent of districts in 1989-90, followed by dissemination of home-based educational activities, used by 37 percent, and the use of parents as classroom aides, reported by 28 percent.

Some districts also hire parents to serve as liaisons or to offer instruction to parents who lack literacy, parenting skills, or a proficiency in English.

Buffalo's Parent Center

One district that is often mentioned as a model for parent involvement is Buffalo, where schools pursue virtually all the parent-involvement activities noted by the report, but the centerpiece of the district's outreach efforts is a multi-use parent center.

Places where parents can come to work with their children and learn to use educational materials are a growing trend, according to Chapter 1 experts. The Policy Study Associates report found that, while only 9 percent of Chapter 1 districts had parent centers, it was the parent-involvement activity that expanded most between the 1988-89 and 1989-90 school years.

Buffalo was one district that retained its parent advisory councils, and parents and administrators said the districtwide council suggested a parent center after hearing about one in Ohio.

"When we were facing desegregation, there were forums for parent input," said Howard Lewis, the district's Chapter 1 director. "Things went so well that the district decided parent involvement is a good thing."

Mr. Lewis, who has been involved with Chapter 1 almost since its inception, worked out an arrangement whereby the local Urban League gave the district space downtown for a parent center at a reduced rent in exchange for limited access to the computers it would buy.

The school board pays the rent and the cost of evening staff, while $250,000 of the district's $15.6-million Chapter 1 allocation pays for the daytime staff and half the equipment purchases.

The center is an immense, open space that was once a bank. It is ringed on three sides by second-floor conference rooms that look out over two large ground-floor rooms. One contains 60 computers and headphones for those who cannot read well. Some of the equipment is on carts so people in wheelchairs can use it.

The other room resembles an impossibly well-stocked kindergarten, bulging with toys, books, and blackboards. On one side is a tiny room with a one-way mirror, allowing parents to watch their children interact with professionals.

The computers are used both by students and their parents, and can be taken home.

The center also sponsors workshops for parents in everything from computer training to crafts. A room behind the open, central area provides space for dances, aerobics classes, and dinners as well as a sewing nook.

"It's important that children see their parents at the computer, at the sewing machine, doing something constructive," Mr. Lewis said.

He said parents are referred to the center by teachers, or recruited by center personnel from lists sent by the schools.

Transportation is offered from various points in the city, and the parents roll in every evening in waves as the buses arrive. Some use it as a well-lighted place to watch their children do homework. Some are primarily interested in the computers. Others read to their children from the center's collection of books.

Some said the center has become their meeting place.

"Coming here has taught me how I can help my child," said Johnetta Cole from her seat before a computer screen. "I was suspicious at first, but there is just so much available here. I can actually take this computer home."

"My daughter wouldn't let me stop coming even if I wanted to," she said.

Since the center is less than two years old, Mr. Lewis said, it is too early to say whether it has produced measurable increases in student achievement. The district has commissioned a study of children who are active at the center, which is to be completed next year.

In any case, Buffalo does post high test scores for its Chapter 1 children. Mr. Lewis said 94 percent of those children scored above the state average on reading tests last year and 89 percent did so in mathematics.

Mr. Lewis also noted that increasing test scores is not the center's primary purpose.

"The children who are referred to us have had some kind of adjustment problem," he said. "This is dissipating. It is important just to get parents to commit some quality time."

A Look to the Future

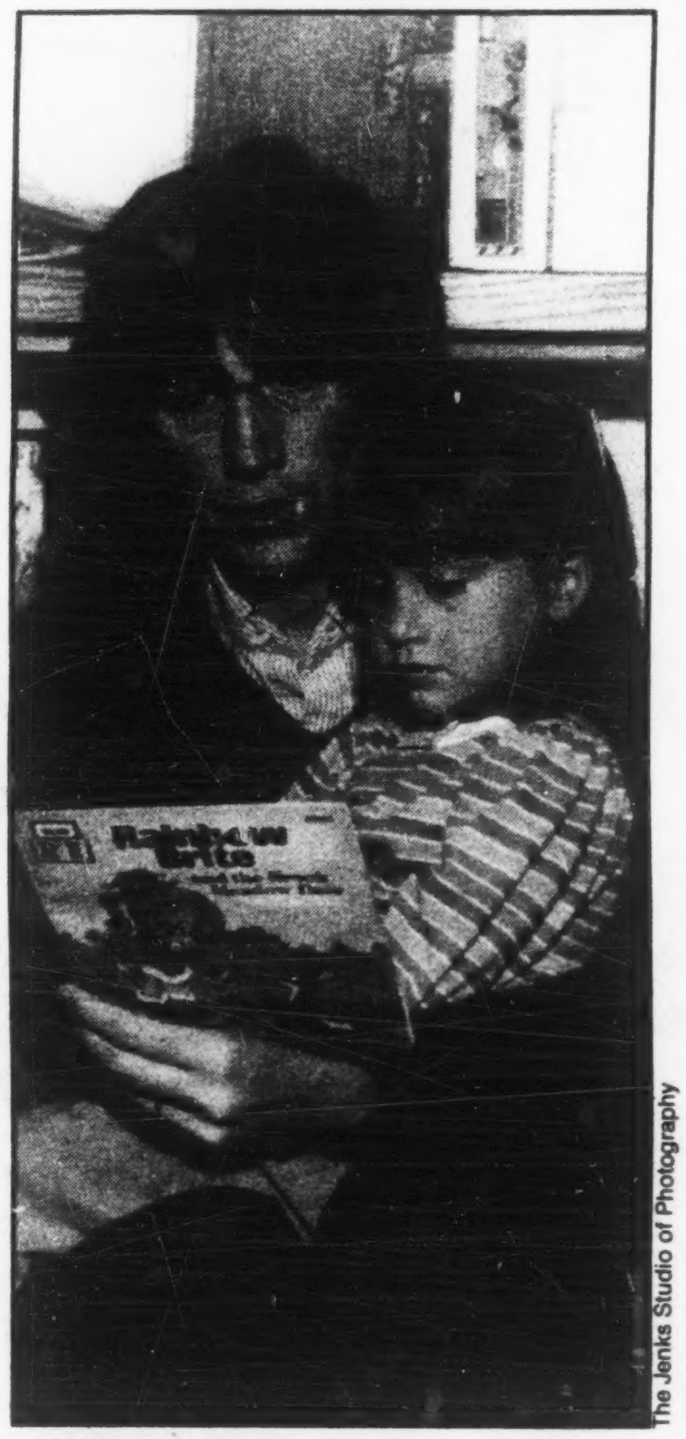
In its 25th year, Chapter 1's existence is no longer threatened, and the battle over the restrictiveness of its regulations has been muted by the Congress's move onto middle ground in 1988.

But the program is also under increasing scrutiny by educators disappointed with the pace of student achievement gains. Even Chapter 1's strongest advocates are looking critically at the way it works and at the results that are obtained.

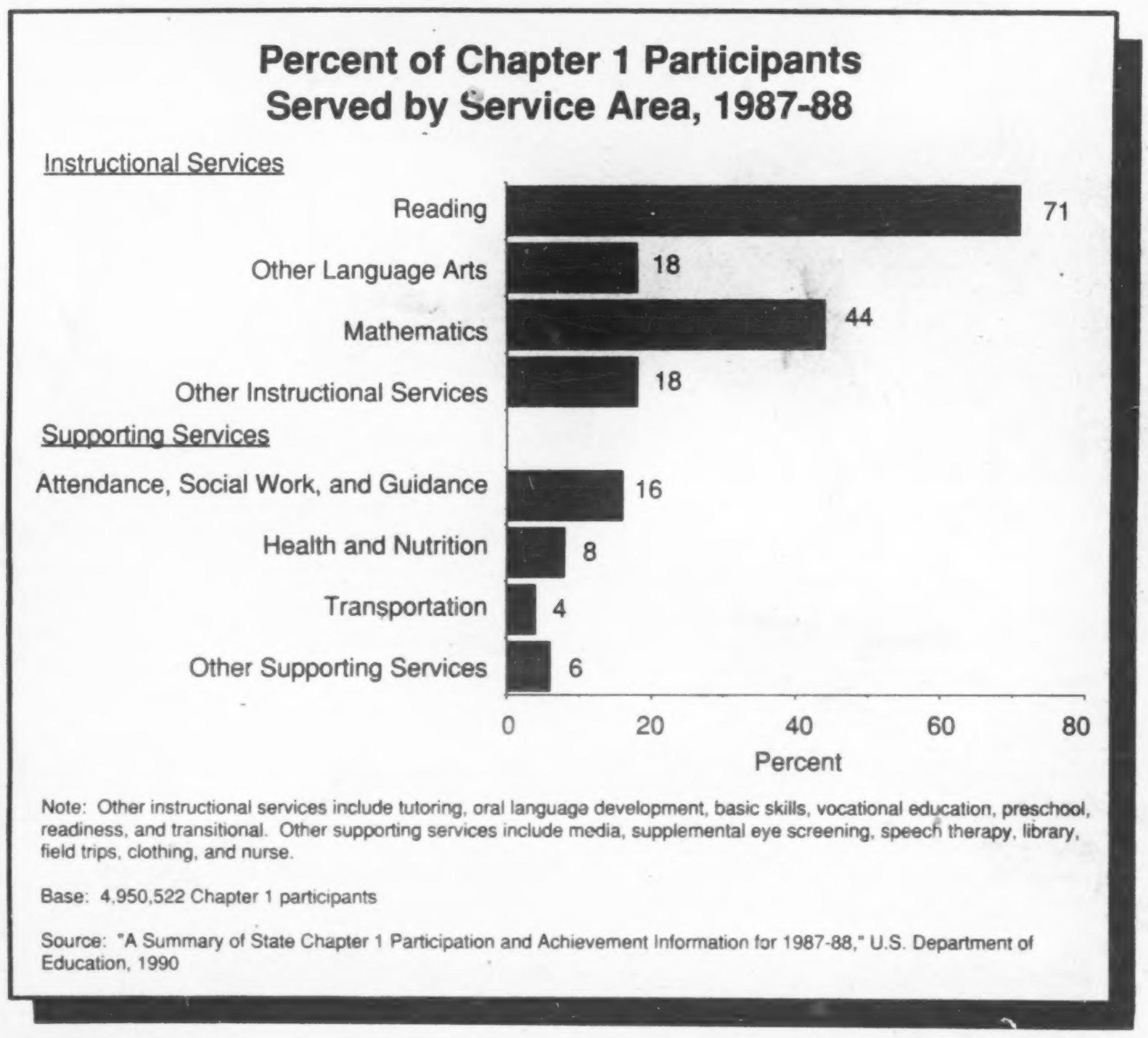
Continued on Page 10

Below, Linda Desrochers and her daughter, Julie, read together during a session of the family-activity group that meets twice a week as part of a Chapter 1 preschool class at the Danville (Vt.) School. Right, Betty Williams works with a student on a reading assignment in a special-education class at Sims Elementary School in Austin, Tex., that receives Chapter 1 funding.

Eric Beggs



The Jenks Studio of Photography



Percent of Chapter 1 Participants Served by Service Area, 1987-88

Note: Other instructional services include tutoring, oral language development, basic skills, vocational education, preschool, readiness, and transitional. Other supporting services include media, supplemental eye screening, speech therapy, library, field trips, clothing, and nurse.

Base: 4,950,522 Chapter 1 participants

Source: "A Summary of State Chapter 1 Participation and Achievement Information for 1987-88," U.S. Department of Education, 1990

25 YEARS

Continued from Page 9

Several formal efforts to assess Chapter 1's successes and shortcomings are under way:

- The Education Department has undertaken a massive, unprecedented longitudinal study that aims to answer lingering questions about the achievement of Chapter 1 students and about what makes a program successful.
- The Congress has also commissioned a new "National Assessment of Chapter 1," due before it is to be reauthorized in 1993.
- The Council of Chief State School Officers has convened an independent commission of educators, researchers, and child advocates to study Chapter 1 and recommend ways it could be improved.
- The American Association of School Administrators is planning a series of public forums at varied sites across the country to gather opinions and information in preparation for 1993, according to Bruce Hunter, an associate executive director of the group.

Many of the issues raised during the upcoming reauthorization are likely to be familiar, related to the enduring tension between flexibility and accountability.

But while traditional regulatory questions will surely be raised—child advocates, for example, will likely push for stronger parental-involvement mandates—the federal officials, lawmakers, and advocates have indicated that they are interested in bolder changes and new approaches.

"We've got to stop saying these things are motherhood and ice cream," said Representative Bill Goodling of Pennsylvania, the ranking Republican on the House Education and Labor Committee. "We need to improve the programs, not just get more money to cover more people. We need to rethink the whole enterprise."

Most observers see the program moving from a focus on financial accountability and regulatory compliance to accountability based on results.

And the 1993 debate will be strongly influenced by what the ongoing studies of Chapter 1 conclude about the success or failure of the Congress's first attempts to move the program in that direction.

Mr. Jennings said he thinks that the Congress may try to instill greater flexibility in the program and that lawmakers will look closely at the results achieved by schools that have taken advantage of the 1988 amendment that made it easier to operate a schoolwide project.

"We may learn that total flexibility is not right, or we may learn that it's the way to go," Mr. Jennings said. "But we have to know what happened in those buildings. Was the money wisely used?"

The Congress also will examine the impact of the program-improvement process that was created in 1988, requiring schools whose Chapter 1 students do not show sufficient gains in achievement to institute improvement plans, and eventually to accept state intervention.

Observers agree that process is likely to be retained, but it will probably be adjusted. The biggest issue is expected to be whether minimum standards should be raised.

"Until the 1988 amendments, there was almost an exclusive focus on accountability rooted in process," said David Hornbeck, an educational consultant and a former Maryland state superintendent of education who is the chairman of the C.C.S.S.O.'s Chapter 1 commission. "We're moving in the right direction now, but the experiment with program improvement is really quite modest."

"I think the standards ought to be higher," he said. "I think the standards in American public education across the board ought to be higher."

The Bush Administration has jumped the gun, indicating that it intends to propose a radical change in Chapter 1 as part of an education strategy unveiled last month by President Bush and Secretary of Education Lamar Alexander. In keeping with the Administration's focus on school choice, the President plans to seek legislative changes that would allow Chapter 1 funds to "follow" a child to a public or private school under choice plans.

How this would work is still unclear, and many lawmakers have said they will withhold judgment until legislation is forwarded later this month. But most observers agree that the Congress is unlikely to entertain a radical overhaul two years before reauthorization, and that lawmakers would be likely, in any case, to reject a proposal to convert Chapter 1 into a voucher program.

The Reagan Administration floated that idea in the 1980's, proposing first that parents of eligible children be allowed to apply Chapter 1 funds to private-school tuition and later that they be able to purchase remedial services at the school of their choice.

"That went down in flames the first time," Mr. Jennings noted. "We are not about to change Chapter 1 into a choice incentive."

"The focus of the program is appropriate, and it's going to become more appropriate in the future," he said. "The question that has to be asked is whether the form the program has evolved into is the proper form." ■

This special report on the Chapter 1 compensatory-education program was underwritten by the John D. and Catherine T. MacArthur Foundation.

Rebecca Cook

> We try to serve the worst off, but I also look for those I think there is hope for.
>
> *–Betty Yee*

> The big bugaboo about the Chapter 1 population is that it's an unstable, mobile population.
>
> *–Billie Joan Gibbs*

> At the local level, [Chapter 1 has] empowered certain people . . . by forcing changes in resource allocation.
>
> *–Paul Weckstein*

> It's important that children see their parents . . . doing something constructive.
>
> *–Howard Lewis*

CHAPTER 1:

Program Improvement

New Provisions Forcing a Critical Look at the Quality of Services

By Julie A. Miller

When the Chapter 1 law was rewritten in 1988, the most significant and controversial change was the addition of provisions requiring remedial action, and eventually state intervention, to improve programs whose students do not show sufficient academic gains.

Almost three years later, "program improvement" has forced educators in thousands of schools to take a critical look at the way they serve disadvantaged children, in some cases for the first time.

"We're focusing on the quality of the programs, rather than on compliance [with regulations], and that, therefore, is sending Chapter 1 in a new direction," said Mary Jean LeTendre, director of compensatory-education programs at the U.S. Education Department. "In the view of people who are administering Chapter 1 at the state and local levels, you can no longer give kids tests and file them away without doing anything about it."

Virtually all the educators interviewed agreed that program improvement is a good idea, at least in theory. But while some think it will boost student achievement as intended, others are more skeptical.

"It's hard to argue with the idea that you should improve programs that aren't working," said Joseph Hirsch, an administrative assistant who helps manage Chapter 1 programs in the Detroit public schools. "It's embarrassing that the federal government had to come in and tell educators to do this."

However, he said, "It's like sticking a thermometer in someone's mouth. It tells you something is wrong, but not what is wrong. And it doesn't necessarily give us the tools to do something about it."

Many educators affected by the process say it has already had positive effects, by spurring them to take a fresh look at their programs, encouraging collaboration among school staff members, prompting states to provide more assistance to local programs, drawing attention to Chapter 1, and causing schools to redouble efforts to involve parents.

A Stacked Deck?

But some educators feel that the deck is stacked against them. They complain that the tests used to measure student achievement are biased against disadvantaged children, that improvement in such areas as attitude and communications skills cannot be gauged on the tests, and that the mobility of the Chapter 1 population results in an understatement of student gains.

"I like the concept, but it creates anxiety," said Jim Tickle, the Chapter 1 coordinator for the Fall River, Mass., public schools. "It seems like punishment for those who work in the most challenging areas."

Some educators go so far as to argue that many Chapter 1 students are so disadvantaged in so many ways that no remedial program—or at least no program they can fashion with the resources at hand—can hope to bring them completely into the mainstream. For some students, they say, seemingly low scores actually represent a victory.

Meanwhile, representatives of parent groups and child-advocacy organizations argue that program standards are too low and that low expectations on the part of educators are the real issue. Such groups, along with the Council of Chief State School Officers, strongly supported program improvement as a way to force schools to face their problems.

"I think the standard they have set is going to undermine it to some extent," said Paul Weckstein, a lawyer at the Center for Law and Education who has represented the National Coalition of Title I/Chapter 1 Parents. "The standard that's being used is [test score] gains, instead of setting desired outcomes in terms of basic and advanced skills, as the statute requires."

While the federal regulations do not suit some parent advocates, federal officials agree the standards should be higher. Ms. LeTendre has repeatedly exhorted educators to set higher standards on their own and to try new instructional approaches.

A student builds a tower in his preschool class at Lynch Elementary School in Detroit. Lynch is among dozens of "program improvement" schools in Detroit.

Rebecca Cook

"If you say that with extra help nothing more is going to happen for the children than to stay even," she said, "I'd say you don't belong in teaching."

5,000 Schools Identified

Using 1988-89 data to identify schools for program-improvement efforts, Chapter 1 schools began grappling with the new provision in the 1989-90 school year.

According to surveys by the Education Department and the National Association of State Chapter 1 Coordinators, most state agencies and school districts chose to use the lowest possible standard, targeting for improvement only those programs in which average student achievement remained stagnant or actually declined.

Of the 53 agencies involved—in 50 states, Puerto Rico, the District of Columbia, and the Bureau of Indian Affairs—only 16 adopted a higher standard.

Even so, approximately 5,000 schools, about 10 percent of all Chapter 1 schools, were identified for improvement.

Many state officials said it would be futile to use higher standards and identify more schools given the fact that they have only a small amount of additional resources to offer schools undergoing program improvement.

"I have 77 schools that could potentially go into joint [improvement plans]," Linda Miller, Chapter 1 coordinator for the state of Indiana, said at a conference last fall. "I worry about how I'm going to get my staff to 77 schools."

And in some states, Congressionally mandated "committees of practitioners" have pressed for lower standards. States are required to submit their Chapter 1 regulations for review by these panels, whose members are primarily local educators.

But some states did set higher standards, and some districts required gains of as much as 3 "normal curve equivalents" to avoid being identified for program improvement.

That term describes measurements along a scale, designed for Chapter 1, that can be applied to results from a variety of standardized tests.

"No gain or decline" in a student's standing relative to other students is expressed as zero N.C.E.'s; the minimum federal standard is an average gain greater than zero. Average gains for Chapter 1 students hover around 3 N.C.E.'s per year, while particularly successful Chapter 1 programs boast average gains of 10 N.C.E.'s or more.

At least one state—Oregon—set a statewide benchmark of 3 N.C.E.'s, although only for its elementary schools. Secondary schools were required to post a gain of 1 N.C.E. the first year.

Cliff Eberhardt, an education specialist for the state education department who works on Chapter 1, said Oregon plans to raise the standards by 1 N.C.E. each year.

"The average kid comes into our program at the 25th percentile," he said. "If I want to get the kid out of the program and up to grade level—and my goal is to do that in two years—to raise them from the 25th to the 50th percentile, you have to raise them 12 percentiles a year. That translates to a lot more than 1 N.C.E."

Setting Higher Standards

Federal and state officials say preliminary surveys on the second year of program improvement indicate that more states are setting higher standards, and that such moves will contribute to the targeting of greater numbers of schools for improvement.

"I don't think there's any state where they're not talking about raising standards," said Diana Whitelaw, the Chapter 1 coordinator for the state of Connecticut and the president of the state coordinators' association.

The U.S. Education Department estimates that more than 6,000 schools have been newly identified this year, based on 1989-90 data, and approximately half the 5,000 schools targeted the first year did not post sufficient gains and will remain in program improvement for a second year, said William Lobosco, deputy director of compensatory-education services. That means almost 9,000 schools will be involved in the process.

While increased state and local standards have contributed to this trend, "more accurate reporting" is as least as important a factor, Mr. Lobosco said, noting that many districts applied standards loosely the first year, when they were unfamiliar with the process and some were unsure of the validity of their test data.

"The first time, it was, 'Let's get our feet in the water,' " he said. "This year, they just did a better job."

While surveys have charted state response, there are no national data on how many districts have established higher cutoff scores or additional standards—such as school grades, dropout and retention rates, attendance, or writing samples—on their own. However, every state coordinator interviewed said that at least some districts in the state had done so, and that many states require it.

Program-Improvement Plans

Educators in some of the 2,500 schools "held over" after a year of program improvement face intervention by state officials.

Schools that were identified based on 1988-89 data were required to put a pro-

Continued on Page 12

QUALITY

Continued from Page 11

gram-improvement plan in place no later than the current school year, and those that do not show sufficient improvement in this year's tests will be forced to collaborate with state officials on a new plan next year.

Some schools identified the first year moved more quickly, however, implementing plans in the 1989-90 school year, and those that did not post adequate gains are subject to state intervention this year.

In Kentucky, for example, 49 schools were targeted for program improvement the first year and 45 met the standard after implementing a local plan, according to Joanne Brooks, director of the state division of compensatory education. The other four are implementing joint plans this year.

"We're focusing on coordination with the regular program and better identification of student learning styles," Ms. Brooks said. "We looked at what the schools were planning to work on, and those were the areas that seemed neglected or not addressed sufficiently in their plans."

California has 212 schools implementing joint plans with the state this year, according to a report on the implementation of program improvement released by the C.C.S.S.O. and the state Chapter 1 coordinators this month.

And the process began to consume a substantial proportion of the efforts and resources of state officials even before formal state intervention was required, according to the report, a finding that is supported by earlier surveys and interviews. State Chapter 1 coordinators reported spending as much as 75 percent of their time monitoring compliance with the new rules and helping districts draft and implement improvement plans.

A Range of Responses

Teachers and administrators involved with program improvement report a wide range of responses. In some schools, very little changes; in others, programs have been totally revamped.

"Where I see it working is where districts and schools have done a complete inventory of the program and related services," said Michael Hughes, Chapter 1 coordinator for the state of Arizona. "My concern is that some districts and schools are just working around the edges."

One district that has made dramatic changes is Sunnyside Unified School District, an elementary-school district that serves part of Tuscon, Ariz., and adjacent communities. All 11 of the district's schools have Chapter 1 programs, and about 70 percent of its students come from poor families.

"We decided to completely change the focus of Chapter 1 in all our schools, because it wasn't working," said Marla Motove, who oversees Chapter 1 programs in grades K-3.

The district's Chapter 1 students had been "pulled out" of regular classes for extra instruction, but now receive help in their regular classrooms, before or after school, and in the summer. There are no longer any Chapter 1 teachers. Instead, each school has a "program facilitator," who helps develop the curriculum for remedial students, trains teachers to work with them, and sometimes works directly with students.

Each school also has a parent liaison, tutors, and teachers' aides who are supported with Chapter 1 funds. The district has also developed a "joint relationship" with the county's adult-education program, helping Chapter 1 parents learn English or earn high-school-equivalency certificates.

The most important result, Ms. Motove said, is that school staff members are working together to help Chapter 1 students.

"It was a philosophical change," she said. "Before, most of the staff thought they were not responsible for taking care of these kids and seeing that they progress."

Visitors work at computer terminals at the parents' center run by the Buffalo, N.Y., schools. Places where parents can come to work with their children and learn to use educational materials are a growing trend, according to Chapter 1 experts.

Julie Miller/Education Week

Most districts are apparently moving more cautiously. Prince George's County, Md., for example, adopted a high 3-N.C.E. standard—resulting in the identification of 48 of its 59 schools for improvement—but its schools have not dramatically revamped their programs in response, said Evangeline Wise, an assistant Chapter 1 supervisor for the district.

Ms. Wise said many of the schools received additional funds for staff training or operating extended-day programs. Others are trying new curricular approaches, such as the "whole language" method of teaching reading or setting aside time for conferences between teachers.

Ms. Wise said that this year's test scores are not yet in, but that she is hopeful they will reflect the increased attention principals are paying to Chapter 1.

"I think it will work because some of the principals are really responding," she said. "This got their attention."

Skeptical About Process

But many teachers and administrators in schools serving the most disadvantaged populations are more skeptical that the program-improvement process will lead to significant gains in student achievement.

"Some of the kids make big gains; there are others who drop the average," said Dale Thomas, a Chapter 1 teacher at Herman Elementary School in Detroit. "There are some who have such an unstable environment, we can only do our best. I had a kid take the test the day after his mother overdosed."

Of districts using the minimum standard for targeting schools, Detroit probably has one of the highest percentages of schools in program improvement. Of 218 Chapter 1 schools, 94 were identified for improvement after showing stagnant or declining student achievement in the 1988-89 school year.

At some schools, student performance dropped an average of 10 N.C.E.'s or more. In 1989-90, some improved enough to "test out" of program improvement, but another 57 were newly identified.

In a series of interviews with teachers and administrators, including district officials and educators in six schools, remarkably consistent themes emerged.

None of the educators said they were turning their programs upside down in response to program improvement. The most commonly cited changes were increased efforts to involve parents and a greater emphasis on outside reading.

Schools that received more money as part of the program-improvement process—or because they have qualified as schoolwide projects under other new rules—are investing it in staff training, increasing the size of their staff, and equipment.

"It was a headache for schools," Mr. Hirsch said. "There are some schools doing the right thing, but there are many that aren't. Some just want to do a writing job and get it over with rather than confront the problem."

The district, he said, is providing assistance to targeted schools, but the response is up to them.

"All we can do is monitor it," he said.

'We're Doing the Best We Can'

Some educators view the process as just another annoying bureaucratic hurdle for them to jump. Some welcome it as a new way to angle for more money. Some appear to have taken the challenge to heart and redoubled their efforts at community outreach. But no one predicted that it would result in dramatic increases in test scores.

"Anyone who has seen where the kids come from will realize we're doing the best we can," said Betty Yee, principal of Lynch Elementary School in Detroit. "You would think World War III had started, and they didn't wake you up for it."

Her school is located in a neighborhood dominated by glass-strewn vacant lots and loose shingles, with its back to a large cemetery. Young adults loiter across the street. Ms. Yee pointed to a bullet hole in a school door and glass panels she said had been broken by gunfire more than once.

"We have kids whose parents abuse them," she said. "We have kids who essentially have no parents. We have to teach them survival skills, like how to wash their socks."

Despite these conditions, the school receives only $93,000 from Chapter 1—enough, according to Ms. Yee, to retain one full-time teacher, maintain some equipment, and bring in some special arts programs. In addition, the district uses Chapter 1 money to provide a half-time counselor and a social worker who visits once a week.

Of the school's 390 students, 126 are eligible for Chapter 1 and about 70 of them receive services.

"We try to serve the worst off, but I also look for those I think there is hope for," Ms. Yee said. "If one kid doesn't come to class, I try with another."

"You can reach these kids," she said. "When one of the successful ones comes back to say 'thank you,' that's where I get my strength. But we can only do so much for so many."

Even those who were more confident that their students would improve their scores complained about having the worth of their programs judged on the basis of tests.

Tests: 'The Big Bugaboo'

"The big bugaboo about the Chapter 1 population is that it's an unstable, mobile population," said Billie Joan Gibbs, principal of Hanstein Elementary School in Detroit.

"I have 20 percent turnover, and I really resent that," she said. "The kids who have been here five years are doing all right."

DelGreta Lamar, a Chapter 1 reading teacher at Hanstein, said the program-improvement process "has brought us together as a staff."

"I feel a sense of fulfillment because everybody's really trying to do what we have committed to do," she said.

"But test scores don't show that," Ms. Gibbs interjected.

"Students also make gains that don't show on tests," Ms. Lamar said. "It shows in their environmental experience and their communications skills."

Detroit educators were unanimously skeptical about state intervention.

"We like the accountability, but we don't like the structure," said Delbert Clinton, a program supervisor for one of the district's regional divisions. "We don't like the idea of somebody far removed coming in here. What are they going to do that we haven't?"

Linda Brown, Chapter 1 coordinator for the state of Michigan, said the attitude of Detroit educators did not surprise her.

"They've had a long history of school-improvement efforts," she said. "During their orientation, we picked up from the Detroit staff that they have been involved with program improvement for years and years, and there was a certain sense of discouragement."

Falling Short

But resentment of the program-improvement process is not limited to Detroit, and some of the same concerns are echoed even by educators who insist that the most disadvantaged children can succeed.

Many educators contend that the separate instruction encouraged by Chapter 1 and its heavy emphasis on testing—exacerbated by program improvement—clashes with ideal educational practices.

Others simply argue that tests are not a fair way to judge a program's success. They note that one particularly troubled child can send a small program into the program-improvement process, and that, in many cases, the children producing the two sets of scores being compared are not the same children.

Ms. Wise of Prince George's County, who applauds her district's decision to set a relatively high test-score standard, said she is, nonetheless, "annoyed" at the weight being given those scores, noting that N.C.E.'s are a comparative standard and that it is difficult to justify requiring a particular amount of yearly progress.

"It's really frustrating when numbers are thrown at you, and nobody knows what it really means," she said. "What does it mean to gain 7 N.C.E.'s? What does that say about what the child learns, how well he does in the regular program?"

Ms. Whitelaw of Connecticut said some states are examining some of these concerns by studying alternative evaluation methods.

In the meantime, Ms. LeTendre of the U.S. Education Department urged districts and schools to set additional "desired outcomes," adding that, if significant gains on other measures can be proven, a school with low test scores might justifiably be exempted from program improvement.

But many local educators see the other side of the coin, and note that they could also be identified for program improvement for failure to meet additional standards. Several state coordinators said schools in their states were targeted solely because they failed to meet additional goals they or their districts set for themselves.

"You can imagine how furious a building principal is when children are showing good [test score] gains, and they are targeted because of desired outcomes," Ms. Miller of Indiana said. "They didn't know what they were getting themselves into."

Ms. LeTendre responded: "I have to believe we can rise above the concern one would have for one's own reputation and make sure we are as concerned about what happens to the children as we are about that. I know there's a human dimension here, but we have to get past that and look at what's good for the kids."

A Lack of Trust

Others said they are more concerned with avoiding state intervention in their programs. While some local educators said they have good working relationships with state officials and expected to get effective aid from them, most were more skeptical—including many who praise the program-improvement concept.

"I believe in high expectations; I believe in accountability," said Carley Ochoa, the Chapter 1 coordinator for the Riverside, Calif., schools. "The problem is, we don't yet trust what's going to happen."

"If we have a school that's in trouble, we're going to deal with that, no matter what the law says," said Ms. Ochoa, who has no schools that did not meet minimum standards. "If I name it a program-improvement school, it gets labeled. You get nothing to speak of in the name of resources. You get state people coming in."

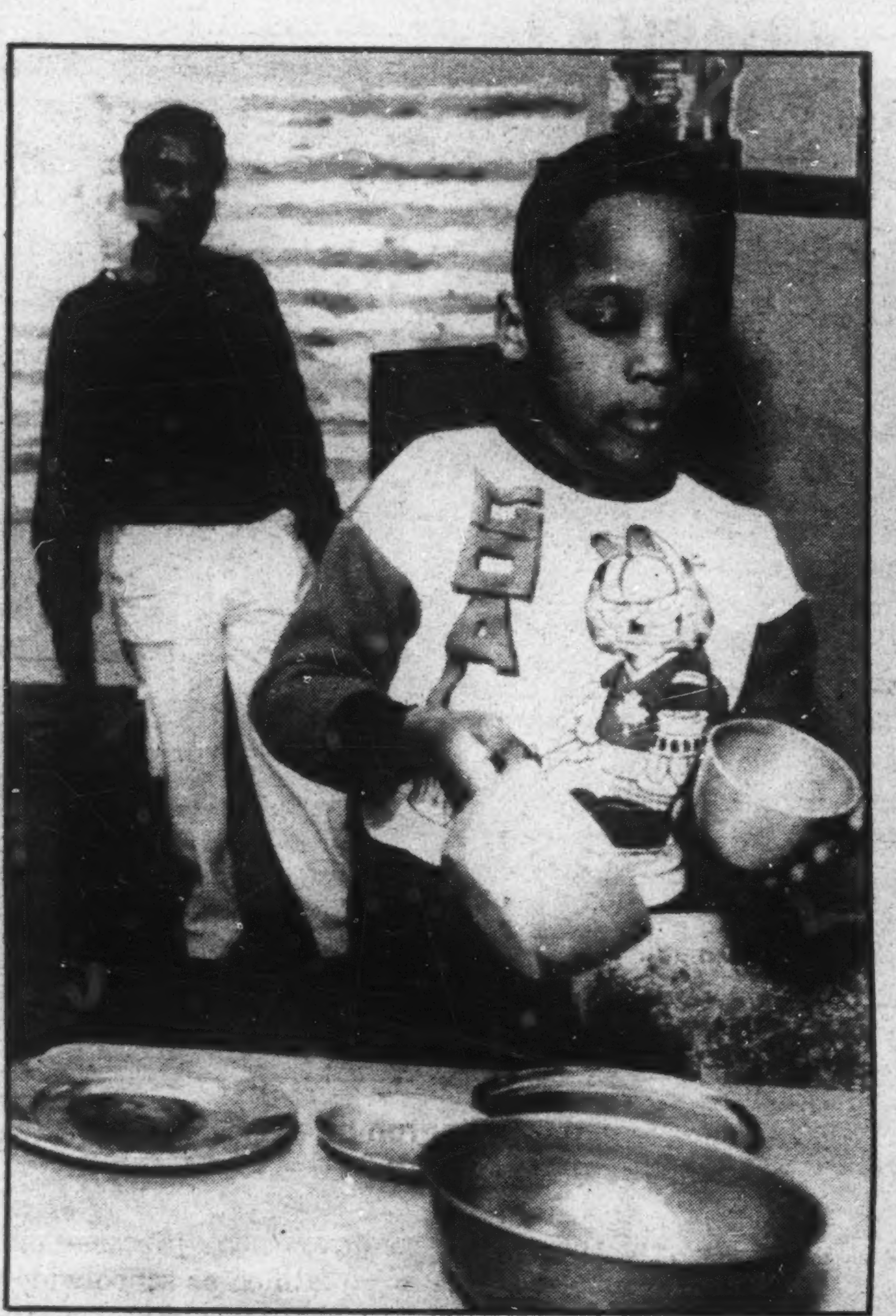
"When I don't think they have any more ability to deal with the problem, and maybe less, why should I do it?" she asked.

Similar arguments were made when the program-improvement law was being drafted, and groups representing state and local officials fought hard over the provisions.

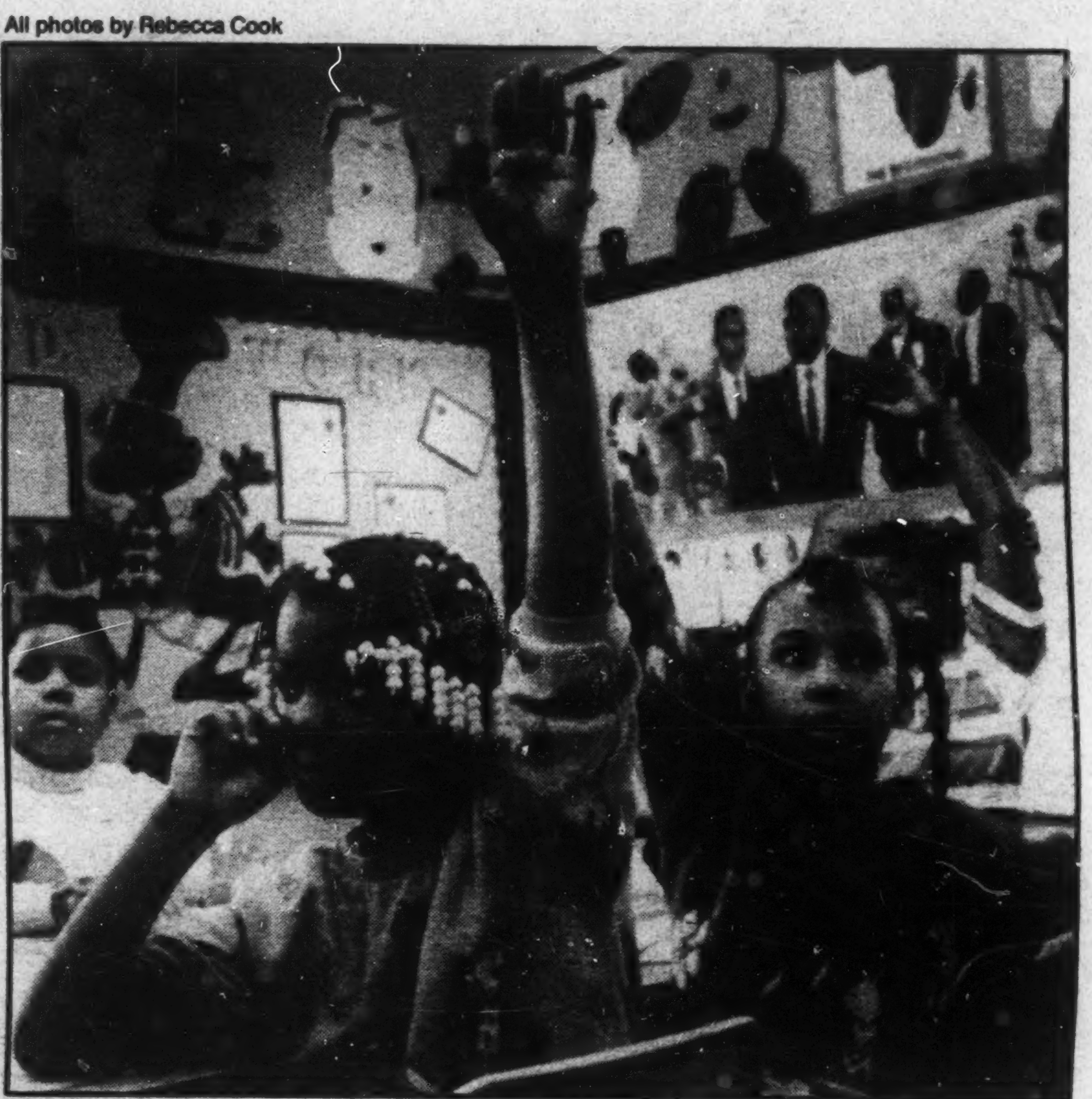
In the end, lawmakers who favored the concept won out by arguing that something had to be done with programs that do not work and that someone had to be given the authority to ensure changes are made. State officials, they said, were the only realistic option.

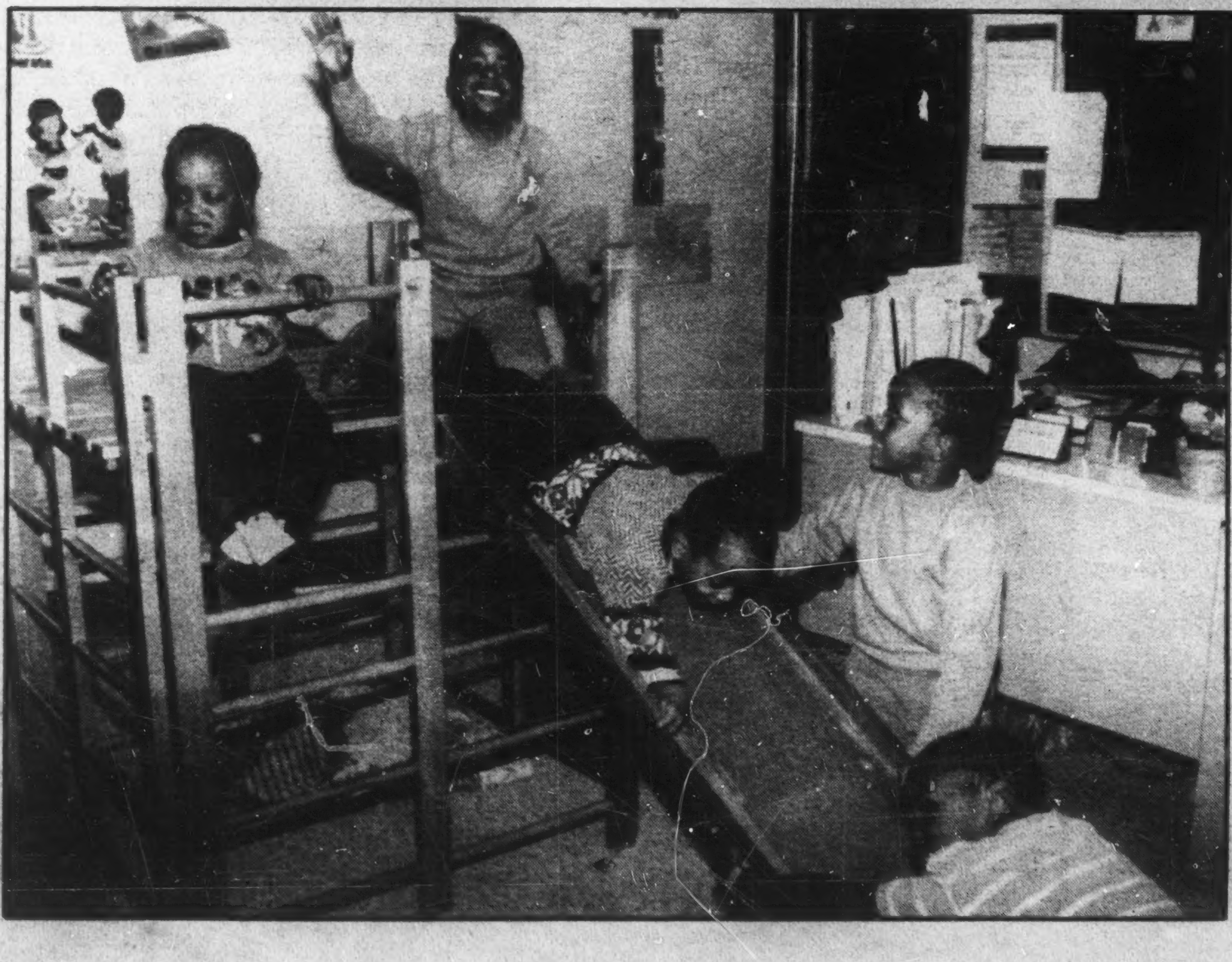
Lucy Watkins of the Center for Law and Education argues that, since education is a state and local responsibility, a process that gives them joint responsibility to improve schools is appropriate.

"In many cases, you won't find the knowledge of research at the local level that you have at the state level, or the time and resources," she said, while acknowledging, "There was nobody else to give it to." ■



All photos by Rebecca Cook





Top left, Ron Cunningham, a teacher's aide, watches as a preschooler cleans up his toys at the end of the school day at Lynch Elementary School in Detroit. Also at Lynch, students participate in a class discussion, top right, and play during a preschool class, left. Above, Betty Yee, the principal of Lynch, greets students as they enter the school, located in a neighborhood dominated by vacant lots. "Anyone who has seen where the kids come from will realize we're doing the best we can," she says. "When one of the successful ones comes back to say 'thank you,' that's where I get my strength. But we can only do so much for so many."

CHAPTER 1:

Early Education

New Approaches to Funding, Testing, and Teaching Advocated

By Deborah L. Cohen

As interest in early-childhood education waxes and funding for new programs wanes, Chapter 1 holds new promise for giving disadvantaged young children an academic edge that can head off costly remediation later, many experts agree.

Although Chapter 1 is most associated with the early elementary-school grades, the program has allowed for the funding of preschool programs since its inception in 1965.

In the 1988-89 school year, the most recent for which data are available, only about 6.5 percent of the 5 million children receiving Chapter 1 services were kindergarten age; 1.5 percent were in pre-kindergarten programs.

Nonetheless, the program has played a significant role in supporting early-childhood education, and many believe that it has the potential to play a much larger one.

"A lot of preschools would not be in existence, or kindergartens would not have been extended full day, if not for Chapter 1 funds," said Nancy Karweit, a researcher at the Johns Hopkins University Center for Research on Effective Schooling for Disadvantaged Students.

"Simply enlarging the number of children that can be served in preschool would be a wonderful service—and one that is badly needed—because there are a lot of children who need to be better prepared to take on the curriculum of kindergarten and 1st grade," said Barbara Bowman, director of graduate studies at the Erikson Institute in Chicago.

In addition to prodding districts to funnel more Chapter 1 aid into early schooling, however, she and other early-childhood experts contend, the teaching, testing, and grouping styles traditionally used in the kindergarten to 3rd-grade period must be rethought in order to tap the program's full potential.

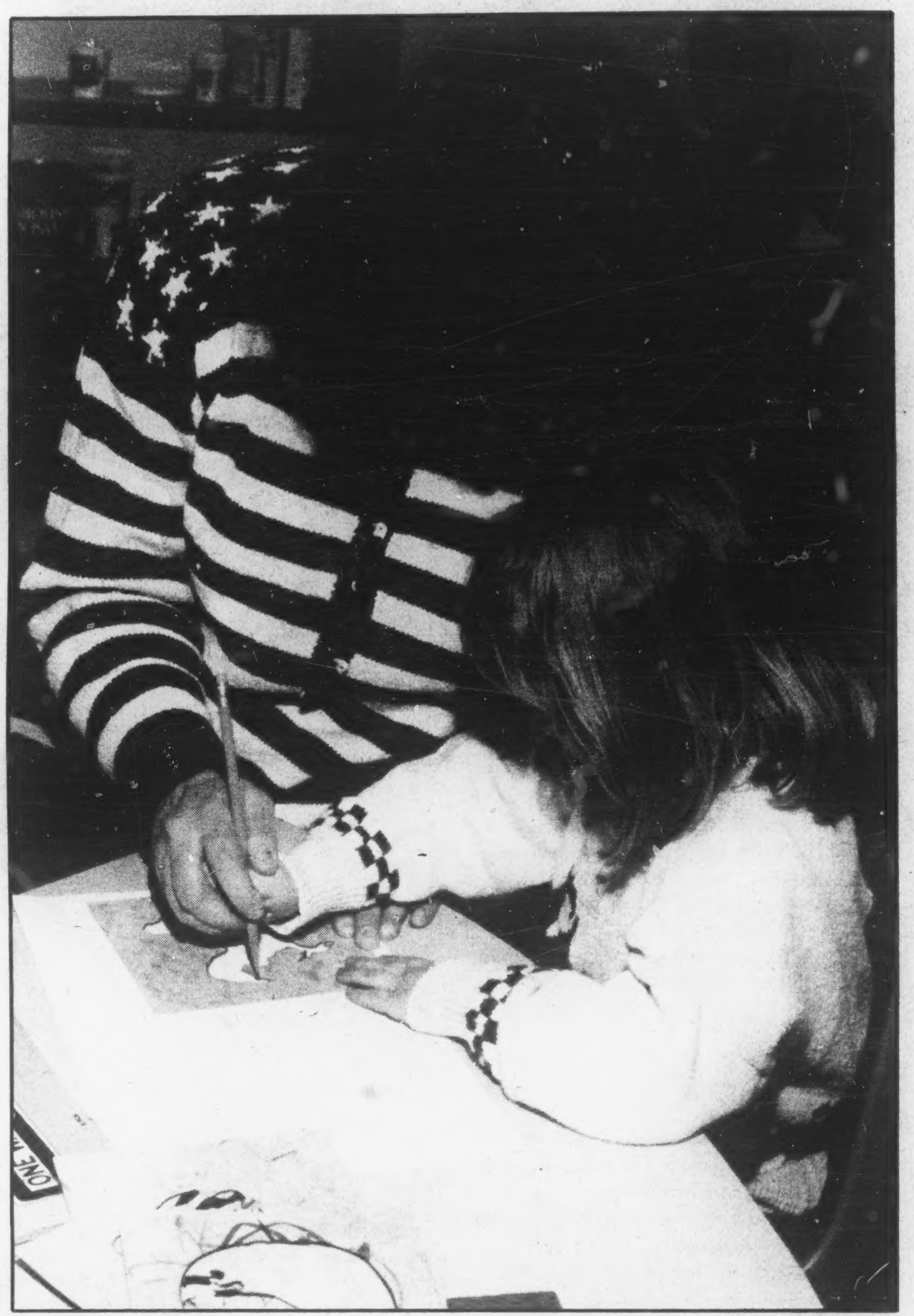
While acknowledging some of these practices stem from misperceptions of what Chapter 1 requires, these experts argue that an overreliance on standardized tests and programs that pull low achievers out of regular classes for remedial instruction clash with more "developmentally appropriate" practices.

Such approaches include more hands-on, play-oriented learning and exploration; a focus on whole concepts and themes, rather than isolated skills; assessments based on observation; and settings that allow children of varying abilities—and even ages—to interact and work at their own pace.

The National Association of Early-Childhood Specialists in State Departments of Education is in the process of compiling comments from members who have raised concerns about how Chapter 1 relates to early-childhood-education reforms, and the group plans to circulate a paper on the issue among national experts and groups later this spring.

Chapter 1 officials contend, meanwhile, that the program is flexible enough to support a wide range of innovative teaching and testing approaches in the early grades, and they point out that they are taking steps to promote such strategies.

"We're encouraged about a lot of good things that are going on, but we also know that we have to clarify where there are misunderstandings and promote the good practices," said Mary Jean LeTendre, director of compensatory-education programs for the U.S. Education Department.



Potential for Growth

The 1965 law establishing Chapter 1 identified preschool programs as one option for meeting the special educational needs of educationally deprived children.

Many districts in states that did not have a mandate to serve kindergarten-age children tapped Chapter 1 to fund their first kindergarten programs, Ms. LeTendre noted. Others have used Chapter 1 dollars to extend state-sponsored half-day kindergartens to full-day programs.

In an apparent effort to encourage districts to use the funds for pre-kindergarten programs as well, the Congress clarified in its 1988 reauthorization of Chapter 1 that money could be spent on children "not yet at a grade level where the [school district] provides a free public education, yet are of an age at which they can benefit from an organized instructional program."

Much as it has supported kindergarten, Chapter 1 allows districts to start pre-K programs or to supplement them with new services, such as extended-day programs.

While the percentage of Chapter 1 participants in pre-kindergarten programs is still small, the Education Department reported a 12 percent jump in their numbers between 1987-88 and 1988-89.

And state interest in Chapter 1 preschool programs appears to be growing. The Pennsylvania Department of Education recently held the first statewide Chapter 1 meeting focusing on early-childhood programming, and the New York Department of Education is considering holding a similar meeting. The National Association of State Chapter 1 Coordinators formed an early-childhood committee in February to explore such issues as appropriate testing and curricular practices and coordination with other federal programs geared toward young children, including Head Start and Even Start.

Early-childhood experts, meanwhile, are hoping some provision will be made to place increased emphasis on early intervention when Chapter 1 is reauthorized in 1993.

Of the $150-million increase President Bush requested for Chapter 1 in the fiscal year that begins Oct. 1, $60 million would go toward a 21 percent hike in Even Start, a program that combines adult-literacy and parenting programs with preschool for young children.

While districts must now apply to the federal government for Even Start grants, the increase would trigger a provision in the law that guarantees each state a set allocation based on the Chapter 1 formula.

Prevention Focus Urged

Current restrictions in Chapter 1 bar the federal government and states from mandating that school districts direct their Chapter 1 aid to specific grade levels.

But some experts, such as Sharon L. Kagan, associate director of the Yale University Bush Center in Child Development and Social Policy, advocate a "realignment" of priorities, "so new monies that come in could be used to support effective early intervention."

Emphasizing "prevention versus remediation," she said, "may necessitate a commitment of new dollars or a rethinking of how we are using existing dollars, but clearly that should be the focus."

The Education Department, meanwhile, is undertaking several initiatives to alert program administrators to the benefits of directing more Chapter 1 aid to early education.

"We want to encourage more districts to consider Chapter 1 programs for children below grade 2," Ms. LeTendre said.

The selection and assessment of preschool Chapter 1 children is a key focus of three regional meetings the Education Department has planned for Chapter 1 program specialists. The first was held in April in St. Louis; the second, last week in San Francisco; and the third, next month in Washington.

The meetings are also addressing such issues as how to ensure a smoother transition between preschool and elementary-school programs and how to promote greater coordination of Head Start and Chapter 1. That subject is also being studied by a joint task force of the Education Department and the Health and Human Services Department.

The Education Department is also planning to prepare a brochure identifying early-childhood approaches allowed under Chapter 1 and offering clarification on how funds can be used to launch and support them.

For example, Ms. LeTendre noted, some administrators are not aware that Chapter 1 preschool programs can be operated in settings other than schools, or that program funds can be used for building modifications and transportation.

Driving Assessments

In recent years, the increased demand for child care among working parents and research from such highly acclaimed programs as Head Start and the Perry Preschool Project in Ypsilanti, Mich., have inspired many districts and states to launch preschool programs.

The national goal set by President Bush and the nation's governors to ensure that all children start school ready to learn—as well as the business community's interest in upgrading the quality of the workforce—has also heightened the visibility of early-childhood issues.

On a separate track, the school-reform movement, with its focus on raising academic standards, has encouraged more formal schooling and the testing of younger children.

But concerns that rigid academic drills and tests are out of sync with how these children learn has begun to spark reforms in teaching children in the developmentally volatile period from kindergarten through 3rd grade.

In recent years, for example, early-childhood experts have made strides in convincing state policymakers that standardized tests are unreliable gauges of young children's learning.

"The younger the child you test, the more errors you make," said Lilian Katz, director of the ERIC Clearinghouse on Elementary and Early Childhood Education at the University of Illinois. "The problem is, we don't have reliable measures for this age."

All photos by the Jenks Studio of Photography

Far left, Lina Smith and her daughter, Kendra, work together during a meeting of the family-activity group at the Danville (Vt.) School. Children in the class, left, which is funded with Chapter 1 money, concentrate on a coloring assignment. Above left, Elaine Stone, the class's teacher, with three of her students, from left, Andrea Boyce, Meredith Classen, and Sara Davidson. Above right, Sara uses cookie cutters to help her clay take shape. Chapter 1 has played a significant role in supporting early-childhood education, and many believe that it has the potential to play a much larger one in giving disadvantaged young children an academic edge that can head off costly remediation later. But early-childhood experts argue that more money is needed to serve more children and that the teaching, testing, and grouping styles traditionally used in the program must be rethought in order to tap its full potential.

Against this backdrop, some early-childhood experts are concerned that practices linked with—even if not explicitly required by—Chapter 1 are posing unintended barriers.

Chapter 1 requires that standardized norm-referenced tests be used beginning in 2nd grade to measure children's growth from the previous year. Children below grade 2 are not subject to that requirement, but must undergo some form of systematic assessment.

In practice, experts note, standardized testing under Chapter 1 typically begins in 1st grade.

But of greater concern, said Harriet A. Egertson, administrator of the Nebraska Department of Education's office of child development, is that "dependence on standardized-test scores discourages districts from studying other, more informative kinds of approaches."

"Because schools don't want to do more testing than they have to," she observed, "the requirements of Chapter 1 end up driving the district's assessment program."

Dichotomy for Teachers

Chapter 1 rules have posed a special problem for states that have begun phasing out standardized tests for children in the early grades.

In North Carolina, for example, where the legislature in 1988 voted to scrap statewide standardized testing until 3rd grade, Chapter 1 guidelines "have created an enormous problem," said Laura Mast, an early-childhood consultant for the state education department.

Although the state has developed a new observation-based assessment process and districts are eager to implement it, Ms. Mast said, "we still have school systems giving standardized tests only to meet the Chapter 1 guidelines."

Delaware, which also dropped standardized testing for 1st and 2nd graders this year, faces a similar dilemma, said Darlene Bolig, early-education supervisor for the state education department.

"A lot of districts want to continue using [the tests] for Chapter 1 because it's clean and neat, and they know no other way," she said. The state has agreed to pay for districts to continue standardized testing for Chapter 1, at least this year.

M. Manuela Fonseca, an early-education consultant for the Vermont Department of Education, also contends that standardized testing conflicts with Vermont's pioneering effort to assess students through the use of portfolios and other observational methods, as well as its shift to "whole language" reading over phonics.

"There is a real inconsistency between what we're saying is good practice" and how it is measured under Chapter 1, she noted.

The mandate for norm-referenced standardized tests starting in 2nd grade "flies in the face of everything we are trying to do," added Maurice Sykes, director of early-childhood programs for the District of Columbia schools. The requirement, he said, is at odds with the "child centered" approach being accented under a five-year plan launched by the school district to reshape programs for 3- to 8-year-olds.

Such experts also worry that the tests encourage teachers to focus on "isolated skills," which Ms. Bowman of the Erikson Institute referred to as "disembedding skills from context."

Observed Ms. Bolig: "The way we are asking for the data drives the way the material is taught, and that is very inappropriate for the way we know we should be teaching young children."

"As long as we are trying to deliver developmentally appropriate instruction, but still assessing it in a way that is inappropriate, we are still going to have that same dichotomy for teachers," said Sharon Meinhardt, coordinator of early-childhood education for the Georgia Department of Education.

Georgia gained national notoriety when it became the first state to mandate statewide standardized testing for kindergarten students, but later drew praise from early-childhood experts when it revised its assessment procedure.

Dangers of Labeling

Some experts also contend that standardized tests are being used inappropriately to identify young children for Chapter 1 services.

The law requires only that "educationally related objective criteria" be uniformly applied across schools, Ms. LeTendre of the U.S. Education Department noted, adding that the department encourages the use of multiple criteria, such as input from parents and teachers and developmental checklists, particularly for children under grade 2.

In its policy manual on Chapter 1 and at its technical-assistance centers, the department offers states and districts guidance on "appropriate ways to assess children for the purposes of selection," she said.

But Ms. LeTendre and others acknowledge that most districts use norm-referenced standardized tests in selecting Chapter 1 children.

"What districts tend to do is to use one testing procedure to meet several purposes," observed Tynette W. Hills, coordinator of early-childhood education for the New Jersey Department of Education. "In many cases, the test becomes in district practice the pri-

Continued on Page 16

EARLY YEARS

Continued from Page 15

The Jenks Studio of Photography

Pat Coutu and her son, Joseph, work on a puzzle in a Chapter 1-funded preschool class at the Danville (Vt.) School. In the 1988-89 school year, only 1.5 percent of the children receiving Chapter 1 services were in pre-kindergarten programs.

mary means of selecting children to have in the program the following year."

"Even though a lot of districts say they use [tests] as only one of the screening tools," Ms. Bolig of Delaware added, in many cases, "you could look at scores at the end of the year, and anyone who fell below this point is a candidate for Chapter 1."

Relying too heavily on such scores may have "long-term consequences," Ms. Katz of the ERIC Clearinghouse said, because "once a child is labeled, the chances of breaking out of that category are very small."

Such labeling, she and others maintain, can also result from the "pullout" mode of instruction, in which children receive Chapter 1 services in special classrooms.

Early-childhood experts in recent years have increasingly promoted "integrated" classroom settings that can accommodate children of varying ability levels and foster teamwork.

Because federal rules barring the use of Chapter 1 funds to supplant existing services require that teachers paid with Chapter 1 funds work with Chapter 1 students, however, "it is very difficult in Chapter 1 classes to place children in heterogeneously mixed classes," Ms. Mast of North Carolina said. "We're making a big stab at establishing that kind of grouping in the state, and it is definitely creating a barrier."

"Many Chapter 1 children find themselves in homogeneous settings" that do not give them access to other role models, noted George Coleman, bureau chief of curriculum and instruction for the Connecticut Department of Education.

"You can't teach little kids enough in concentrated doses to make pullout therapy useful, except in rare cases," Ms. Bowman of the Erikson Institute argued.

Mixing and Measuring

Early-childhood experts say the pullout model is used much less frequently in Chapter 1 preschool programs, which tend to operate as regular, integrated classrooms, especially when the whole school is considered Chapter 1-eligible.

"There is much more flexibility with preschool than with school-age children," Ms. Mast noted.

While that flexibility offers "a much more appropriate way of dealing with remediation," Ms. Bolig said, there are still some logistical problems, because Chapter 1 aides are limited to working with Chapter 1 children.

And because many are accustomed to working independently with small groups, a major shift from pullout to in-class services "would require a good deal of investment in staff development for Chapter 1 teachers so that they'd feel more comfortable in a collegial setting," said Ms. Egertson of the Nebraska Department of Education.

Ms. Egertson also said Chapter 1 aid is difficult to integrate with funds for other preschool programs that allow for a wider mix of children.

For example, she said, "What we are trying to do with our state money [for pilot pre-K programs] is to make it an amoeba that can flow in and around other funding sources, so we can include children from families who are more affluent with low-income families."

Despite calls from national experts and organizations for more coordination among early-childhood services, some districts have run into trouble tapping Chapter 1 funds for "early-childhood units that would serve kids funded out of a number of differing funding streams," Ms. Bowman said.

"Because so much money is involved in Chapter 1," Ms. Meinhardt of Georgia added, states "feel obligated to get Chapter 1 programs set and then work other state programs around it."

Some educators also worry that investments in early-childhood education may be inadvertently discouraged by a new process established in 1988 to gauge student progress and to trigger state intervention if districts fall short.

Because the "program improvement" guidelines measure student gains beginning in the 2nd grade, "you are rewarded for waiting for the kids to fail first," said Robert E. Slavin, a researcher at Johns Hopkins University and the director of the elementary-school program at the Center for Research on Effective Schooling for Disadvantaged Students.

"You may totally miss effective elementary programs by only starting to look" beyond the 1st grade, added his colleague, Ms. Karweit.

Because the test scores of students who have been in the same grade for two years are averaged in with the rest of the class—and because they are likely to do better the second time—Mr. Slavin and Ms. Karweit have also argued that the accountability system may unwittingly reward retention.

Shift in Thinking

Ms. LeTendre is quick to point out that Chapter 1 programs include many "exciting" approaches to early-childhood education; she recounts observing a wide array of activities to nurture children's language, social, intellectual, and physical development using creative play, storytelling, acting, sand, puppets, and other media.

Concerns that Chapter 1 might conflict with early-education reforms, she said, reflect a shift in thinking "in the way educators as a whole have looked at teaching disadvantaged kids."

"We can be just as concerned about [an overemphasis on] drill and practice of isolated skills in other grades," Ms. LeTendre noted.

While pullouts still make up "the vast majority" of Chapter 1 programs, she said, "we certainly see a trend and an interest in moving away from that."

The Education Department is seeking input from some states on alternative approaches, she added, noting that there are "ways to get around the pullout issue" by offering Chapter 1 instruction via extended-day programs, home tutoring, or take-home computers.

Ms. LeTendre said she is "dismayed" by concerns that the use of tests to gauge program improvement discourages strong early-childhood programs or spurs retention.

Conscientious administrators and teachers, she argued, are unlikely to promote undesirable practices simply for the sake of inflating student-achievement gains.

She also cited numerous efforts by the department to underscore the limitations of standardized tests and isolated-skill drills.

One purpose of the regional meetings launched by the department is to clear up confusion about such practices, said Ms. LeTendre, who noted that early-childhood experts on the agenda at those meetings are offering guidelines on appropriate curriculum and testing practices for young children.

The department is also planning to prepare a position paper on school-readiness issues, she said, adding that it will discuss appropriate approaches to assessment and curriculum and highlight ways of "looking at the whole child comprehensively" by linking services and agencies.

The agency is also forming an advisory panel to study the use of standardized tests to measure student gains in Chapter 1, though it will focus chiefly on school-age children.

'Limited by History'

Other early-childhood educators and Chapter 1 coordinators support the view that the program is flexible enough to foster a wide range of practices, and should not limit effective early-childhood programs.

What discourages nonstandard approaches is not so much Chapter 1 regulation, but a "repertoire limited by history," Ms. Kagan of the Yale Bush Center said.

"We have not been inventive or courageous enough to make changes," she said, adding that the first step is to ferret out "what is required and what is tacitly implied" or "some sort of mythical legacy that's been passed on."

"There needs to be some real encouragement by the U.S. Education Department and by state departments of education," she added, to promote innovative early-childhood units, nongraded approaches, and "inventive ways to use staff."

California, for example, launched a major effort several years ago to revamp early schooling. Since then, early-childhood personnel have worked closely with Chapter 1 staff members to ensure that all programs "are integrated and consistent with developmentally appropriate instructional practice," said Robert A. Cervantes, assistant superintendent for child development for the state education department.

That kind of communication can help educators to seek alternatives to current practice within the framework of current regulation, rather than to "immediately try to change the law," Mr. Cervantes asserted

"What should drive all of this is meeting the needs of the child," he said. "If we are child-centered, rather than program-centered, then our objectives will be better met."

A campaign to raise awareness among those responsible for early-childhood and primary instruction in Connecticut has also helped steer districts there toward more appropriate early-childhood practices and testing approaches, Mr. Coleman of the state education department said.

As part of an early-childhood policy that encompasses Chapter 1, he added, the state has "provided guidance to districts that has testified to our satisfaction the downside of testing young children."

Jim M. Sheffer, chief of the federal-programs division in the Pennsylvania Department of Education, said a task force of early-childhood experts involved with federal, state, and community programs has helped guide the state in developing alternative indicators for preschool, kindergarten, and 1st-grade children.

"The federal regulations appear to me to be open or liberal enough regarding preschool, K, 1, and 2 programs to support alternative forms of assessment," said Douglas E. Kammerer, director of compensatory-education programs for the Marion, Ohio, city schools. He added that Chapter 1 has helped support such innovative approaches as the "Reading Recovery" program adopted by the district, which "would not have been as widespread in Ohio" without Chapter 1.

Merwin L. Smith, Chapter 1 administrator for the Nebraska Department of Education, said that since the law was reauthorized in 1988, the U.S. Education Department has fostered greater coordination between Chapter 1 and regular education and encouraged alternative forms of assessment for selecting and evaluating children below grade 2.

Robert M. McNamara, chief of compensatory education and of curriculum and instruction for the Vermont Department of Education, added that even beyond that level, the norm-referenced-test requirement need not drive the curriculum.

As long as flexible teaching approaches are encouraged and the tests are played down, he said, "You can still have a developmental philosophy and do this."

Mr. McNamara also cited examples of districts seeking alternatives to pullout programs by offering extended-day programs for Chapter 1 children or, in small schools, funding one teacher certified to teach Chapter 1, special education, and regular education.

"If you take a very narrow view of Chapter 1," he conceded, "you wouldn't be able to get the benefits of mixed grouping."

Interim Steps Urged

Where developmentally inappropriate practices exist, Mr. McNamara and others argue, it is often a function of misinterpretation or longstanding practice for children in the older grades.

"In most cases," he said, "it tends to be a misinterpretation of what the law says, rather than the law getting in the way."

"I don't think there's anything in our law or regulation which promotes not having good practices," Ms. LeTendre said. "It may be force of habit and the way things have been done for years."

But educators on all sides of the debate acknowledge a need to offer districts clear guidance on alternative approaches.

"Somewhere along the way people are not getting the message, or they're not hearing it," Ms. Meinhardt of Georgia said.

Ms. Egertson of Nebraska pointed out that the reauthorization of Chapter 1 in 1993 "holds a lot of promise" for addressing early-childhood educators' concerns.

"But in the meantime," she said, "the local school districts really need some assistance to bridge this."

Cynthia G. Brown, director of the resource center on educational equity for the Council of Chief State School Officers, said the C.C.S.S.O. has formed a commission to study Chapter 1, including the issues of assessment and pullouts.

She said she is optimistic that the federal government can play a key role in reforms.

"As we try to move to more developmentally appropriate programs and really seriously question the role of standardized tests with young children," she said, "I would hope the department would take some leadership."

Ms. Brown warned, however, that policymakers must act swiftly to capitalize on the prominence of early-childhood issues and on Chapter 1's potential to serve as a "vehicle for driving higher-quality education."

"We can't spend the next five years redesigning the system," she said. "We have to come up with some interim measures." ■

CHAPTER 1:

Private Schools

Felton Continues To Pose Logistical Challenges; Opponents of Services Wage New Legal Battles

By Mark Walsh

Each weekday morning, a mobile-classroom van contracted by the New York City Board of Education pulls up to the curb at Holy Spirit School in the Bronx.

At some point throughout the day, about 150 students out of the Roman Catholic elementary school's total enrollment of 293 troop into the van for their daily remedial instruction in mathematics, reading, or English as a second language.

The van costs the city school system approximately $106,000 a year to lease. On some days, because of ongoing street repair in the neighborhood, the classes are not held because it is too dangerous for the students to get to the mobile instructional units, or M.I.U.'s, as the bureaucrats call them.

"That's an added headache," said Peter Shyshka, the longtime principal of Holy Spirit School. "On some days, Chapter 1 services have to be canceled. That is a real loss of services that the children need and should have been receiving."

The logistical problem is prompted by the fact that the remedial instruction cannot take place inside the religious school because, under a landmark 1985 Supreme Court ruling, such a close entanglement between the government and the church was found to be in violation of the Constitution's ban against government establishment of religion.

The mobile vans are only one of several methods developed by the New York City public schools to fulfill a mandate of the federal Chapter 1 program that local districts provide remedial services to private-school students, even those in religious schools, on an equitable basis with students in the public schools.

Like New York, districts throughout the nation are using mobile or portable classrooms, transporting private-school students to public schools or neutral sites, and providing computers to meet the requirement.

The mandate has been a part of the Chapter 1 law since its adoption more than 25 years ago.

But simmering church-state tensions in the years that followed came to a boil in 1985 in *Aguilar* v. *Felton*, a First Amendment case in which the Supreme Court ruled that public-school districts could not send their teachers into religiously affiliated schools to provide Chapter 1 services.

In handing down its 5-to-4 ruling, which grew out of a challenge to New York City's program, the Court threw the delivery of Chapter 1 services for most private-school children into disarray.

Now, nearly six years after that decision, public- and private-school educators continue to grapple with the logistical challenge of providing remedial services to students in religious schools.

Participation Is Down

Significantly fewer private-school children are currently receiving Chapter 1 services nationwide than during the 1984-85 school year. That year, 185,000 pupils in private schools participated in Chapter 1. In the year after the *Felton* decision, participation plummeted to 123,000, according to a 1989 report by the General Accounting Office.

In some districts, however, there has been a significant recovery; in others, pre-*Felton* levels have even been surpassed. By the 1988-89 school year, according to the most recent figures available, participation had recovered to an estimated 151,000 students nationwide, according to the G.A.O.

John Booz Photography

Helen Spranger escorts students in her Chapter 1 class from Resurrection Catholic School in Chicago to her mobile classroom on the edge of the school grounds.

"Clearly, thousands of students are not being served yet," said Mary Jean LeTendre, director of compensatory-education programs for the U.S. Education Department. "But I'm not sure if we will ever see the numbers get back to where they were [before *Felton*]."

But no one appears to be completely satisfied with the alternatives.

"The *Felton* decision put both sides in a very untenable position," said Michael Casserly, legislative director of the Council of the Great City Schools, an association of some of the nation's largest urban school districts. "I don't think anyone is satisfied with it. People have just created different ways of living with it."

In the meantime, however, thorny legal battles have erupted across the country in recent years as advocates of strict separation of church and state have challenged many post-*Felton* methods of providing services.

Also at issue is a key policy by the Education Department stating that certain capital expenses involved in the delivery of services to private-school children must come out of a state or district's total Chapter 1 program budget, rather than just out of the portion for private-school students.

"I think there is no question that the issues we are currently addressing will wind up back in the Supreme Court," said Lee Boothby, general counsel for Americans United for Separation of Church and State, a Maryland-based advocacy group that has challenged Chapter 1 services to religious schools in several ongoing lawsuits.

Source of Friction

The question of government aid that directly or indirectly benefits private religious schools has been a traditional source of church-state friction in American society. Concerns about aid to sectarian schools were a major sticking point throughout attempts to pass the first major federal school-aid bills during President John F. Kennedy's Administration.

President Lyndon B. Johnson successfully got around the issue of aid to private schools by focusing his programs on remedial education for disadvantaged students, regardless of whether they were in public or private schools.

The 1965 bill containing Title I, which in 1981 was renamed Chapter 1, prompted many questions from religious denominations, public-education associations, and such advocacy groups as the American Civil Liberties Union that worried that the proposed indirect aid to private religious schools would undermine the nation's long history of church-state separation.

In the end, though, despite prolonged debate in the Congress over the church-state issues, the measure containing Title I, including eligibility for private-school pupils, passed.

In the Wake of Felton

By 1985, the Chapter 1 program was serving more than 185,000 nonpublic-school students, with public-school employees delivering an estimated 85 percent of the services at private-school sites.

But that year, in a case originally brought against the New York City Board of Education by the Committee for Public Education and Religious Liberty, or PEARL, the Supreme Court ruled that the board's Chapter 1 program in private schools unconstitutionally required "a permanent and pervasive state presence in the sectarian schools receiving aid."

The *Felton* ruling, which came during the summer of that year, left school officials scrambling to figure out how to implement their Chapter 1 programs for the approaching school year. (New York City sought, and received, a one-year postponement of the implementation of the decision.)

Then-Secretary of Education William J. Bennett was highly critical of the High Court's decision, saying it was "terrible" and "clearly reflected a hostility toward religion." But he ordered school districts to

Continued on Page 18

FELTON

Continued from Page 17

abide by it, and, in August 1985, the Education Department issued a set of questions and answers that sought to provide some guidance to school administrators on what was permissible.

One key decision made by the department at that time concerned funding for alternative methods of providing services to private-school children. The department said the costs of such alternatives would be deducted "off the top" of a district's entire Chapter 1 allocation so that services could be provided "on an equitable basis" to children in public and private schools.

That guidance, later codified in Chapter 1 regulations, has been challenged in at least four post-*Felton* lawsuits. The regulation has radically altered the funding balance for the Chapter 1 program, many public educators say, resulting in private-school students in some areas receiving as much as seven times more funding per pupil than public-school students.

Critics of Mr. Bennett also have charged that the funding rule was designed primarily to "circumvent" the Supreme Court's ruling in the *Felton* case.

Federal judges in two separate districts have overturned the department's "off the top" regulation within the past 16 months, saying it was a form of "direct aid" to private religious schools.

"The off-the-top method directly benefits private-school students at the expense of public-school students," U.S. District Judge Charles M. Allen of Kentucky ruled in February 1990 in *Barnes* v. *Cavazos*. U.S. District Judge Joseph E. Stevens Jr. of Missouri made a similar ruling in late 1989 in *Pulido* v. *Cavazos*.

The federal government has appealed both cases to their respective U.S. Courts of Appeals, which heard arguments last fall.

However, in a ruling last month, yet another U.S. District Court asked to consider the legality of the off-the-top funding rule upheld it as constitutional.

U.S. District Judge William H. Orrick of San Francisco said the taxpayers who filed the lawsuit "erroneously" focused on the cost of vans purchased to serve private-school children, while losing sight of the "true benefit, which is remedial-education services being provided to poor children who are in desperate need." *(See Education Week, April 10, 1991.)*

A Problem of Definition

The fundamental disagreement on the off-the-top issue is how to define "equitable services" when, as a result of the Supreme Court mandate, it is more costly to provide the same level of Chapter 1 services to students in private religious schools than it is to public-school students.

"If *Felton* costs were paid only from the Chapter 1 funds which would otherwise be used to provide educational services to private-school children," the Justice Department argues in its brief appealing the Missouri ruling in the *Pulido* case, "there would be insufficient funds remaining to provide *equitable* instructional services to those children."

A coalition of education groups has filed a friend-of-the-court brief in the appeal of the *Pulido* ruling, supporting the decision against the off-the-top funding rule. Those groups are the Council of the Great City Schools, the National PTA, the American Federation of Teachers, and the National Association of Secondary School Principals.

"The Education Department ruling was not based on any court case that the private-school children be funded 'off the top,' or out of the public-school share," said Mr. Casserly of the Council of the Great City Schools.

In a separate lawsuit filed last year, though not yet decided, the Chicago Board of Education also challenges the off-the-top funding mechanism because it provides private-school children with a disproportionately larger share of Chapter 1 funding.

In its complaint, filed in U.S. District Court in Chicago, the district argues that more than 1,000 eligible public-school students had to be eliminated from its Chapter 1 program when it was forced last school year to deduct the so-called *Felton* costs off the top of its Chapter 1 allocation. The district's Chapter 1 program served approximately 66,000 public-school students and 9,000 private-school students last year.

"I don't think Congress said, 'Take the money away from the public-school students and make them wait,'" said W. Frank Perry, director of the Chapter 1 program for the Chicago public schools.

But private-school educators take issue with the notion that the off-the-top rule robs public-school students of "their share" of Chapter 1 funding.

"The whole issue is the intent of Congress that eligible children are served no matter where they go to school," said Sister Lourdes Sheehan, secretary for education of the United States Catholic Conference. "To assume that the money is automatically the public schools' money is wrong. It's not our share or their share. It's the children's share."

Money for Capital Expenses

At the heart of the battle over funding is the expense of some of the alternatives for private schools, such as leasing neutral sites or mobile classrooms to provide Chapter 1 services to nonpublic-school pupils.

According to the G.A.O. report, 46 states that responded were expecting to spend a total of at least $105 million in 1989-90 on capital expenditures for Chapter 1 services to private-school students. The results did not include California and several other states whose private-school-student participation amounted to 19 percent of the total.

To help offset some of these costs, the Congress passed a law in 1988 authorizing funds for six years to pay school districts for certain capital expenditures incurred to deliver Chapter 1 services to students in private religious schools.

This past fall, the appropriation got a big boost, from about $25 million in fiscal year 1990 to more than $36 million in 1991. The total authorized in related legislation is $40 million per year.

"Certainly," Sister Lourdes of the U.S.C.C. said, "the infusion of capital-expense money has helped."

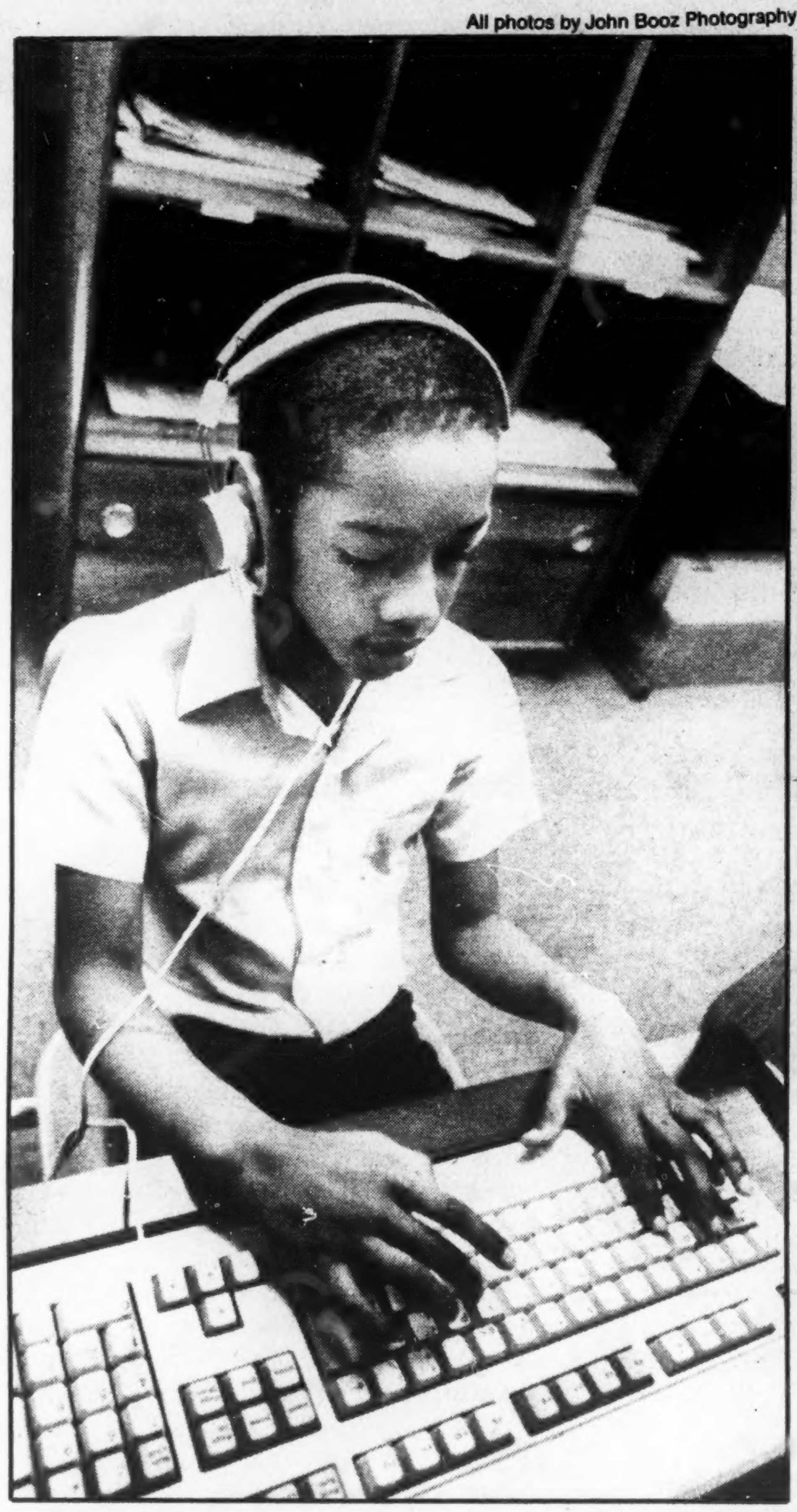
Meeting the Mandate

But, educators say, the capital-expenditure question draws attention to a more fundamental debate about what are the best pedagogical, practical, and legal means of providing Chapter 1 services to students in private religious schools.

In the wake of the *Felton* decision, school districts are essentially using five means to provide the services to private-school pupils: transporting them to public-school sites, busing them to neutral sites, driving mobile vans to private-school sites, installing portable classrooms at or near the private schools, and providing computers in private schools that do not require the presence of public-school Chapter 1 teachers. An even newer variation on the latter method is a home computer that students can use to tap into a mainframe computer via telephone.

In the initial years after the *Felton* decision, many public-school officials attempted to develop plans to bus private-school students to public schools or to neutral sites for Chapter 1 instruction. But they were met with deep resistance from private-school educators, which led to the development of plans for mobile vans, portable classrooms, and computer-aided instruction.

All photos by John Booz Photography



Students at Resurrection Catholic School in Chicago, right, make their way from the school to a mobile classroom for their Chapter 1 instruction. Helen Spranger, above right, teaches reading to Chapter 1 students at the school. Also in the reading class are Cleveland Chapman, above; in photo on top right, Erik Horn, left, and Karlos Freeman; and Richard Heffner, bottom right. Mobile classrooms are only one of several methods used by public schools to fulfill a mandate that local districts provide remedial services to private-school students, even those in religious schools, on an equitable basis with students in the public schools. To meet the requirement, districts are also transporting private-school students to public schools or neutral sites and providing computers to private schools.

Some districts saw private-school pupils' participation in Chapter 1 recover significantly after the Education Department ruled in June 1986 that portable classrooms could be placed on property leased from private schools. In Los Angeles, school officials leased 61 private-school sites and saw its private pupils' participation recover from a drop of 98 percent in the year after the *Felton* decision to only 21 percent below pre-*Felton* levels by 1989.

Because of varying needs within a district, many large school systems employ all the methods to some degree.

In most private schools with Chapter 1 students in Chicago, students go to rooms where a private contractor has installed computers that deliver the math and reading drills, Mr. Perry said.

Mobile classrooms have been installed at 31 private schools, a few send their students to three neutral sites, and some are provided with take-home computers.

Although the district is suing the Education Department over the off-the-top funding mechanism, it has maintained an excellent working relationship with private-school educators, both sides agree.

The computer-aided instruction is working well, said Joanne Planek, coordinator of federal programs for the Roman Catholic Archdiocese of Chicago.

"The children are so enthusiastic about it," she said, "they just sit down and start learning."

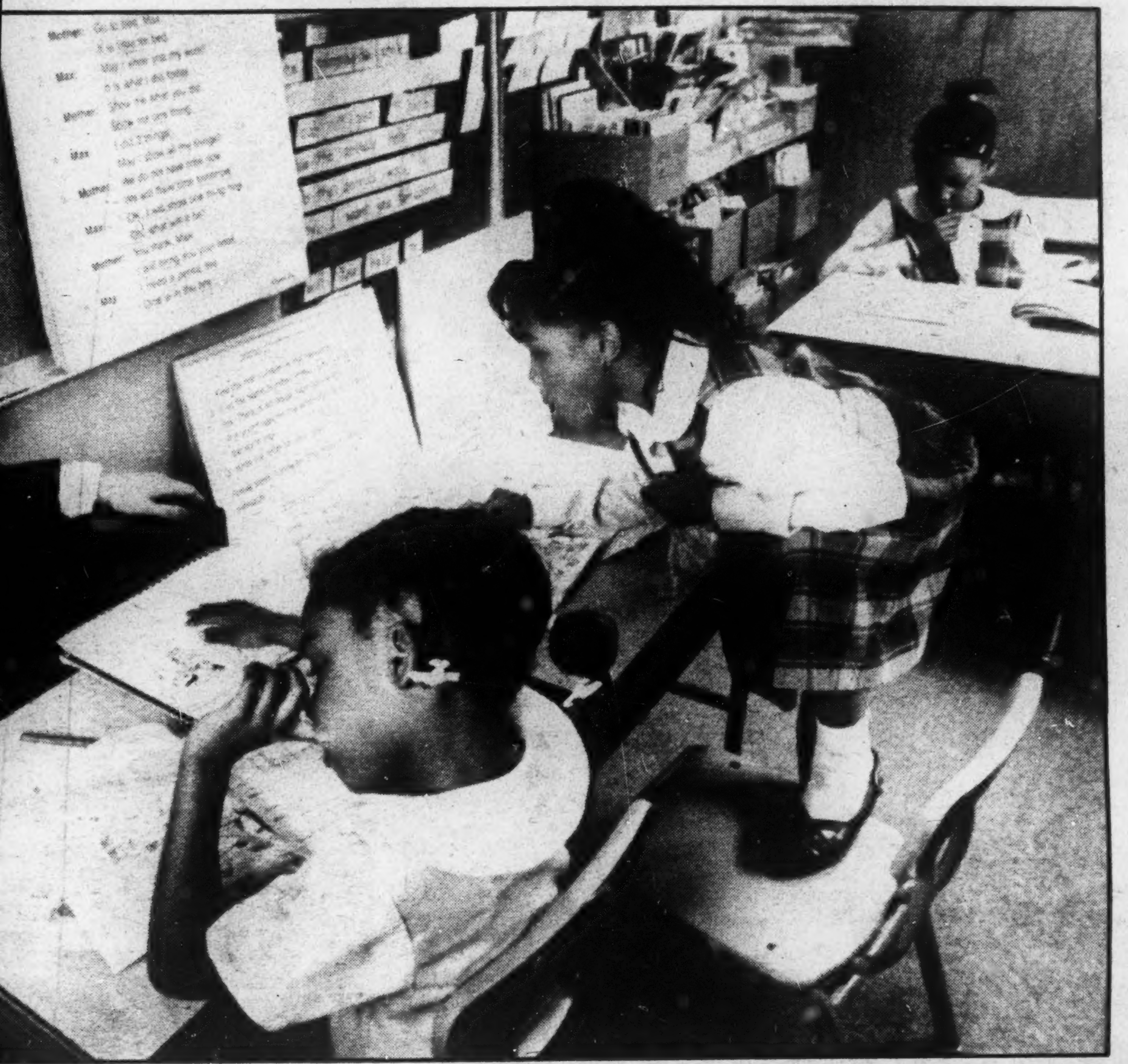
Americans United's Fight

Computer-aided instruction is one of the few aspects of the delivery of Chapter 1 services to students in religious private schools that have not been challenged in court.

Americans United has undertaken the broadest legal attack on what it views as unconstitutional methods of providing Chapter 1 services in or near religious schools.

The advocacy group has backed taxpayers who are the plaintiffs in four lawsuits around the country. In the Missouri, Kentucky, and California cases, in addition to their challenge of the off-the-top funding mechanism, the lawsuits also questioned the legality of parking mobile vans on or near the property of religious schools to provide Chapter 1 instruction.

A case in New Orleans challenging state aid to sectarian schools, also backed by Americans United, questions the constitutionality of the special federal capital-ex-



pense appropriation for Chapter 1.

According to Mr. Boothby, the general counsel for Americans United, the advocacy group has pressed these cases over the past five years because it perceived "that there was an attempt by the Department of Education to punish public schools and public-school students for the results of the *Aguilar* [v. *Felton*] decision."

Mr. Boothby also charged that, in the aftermath of the decision, there was coordinated pressure from Roman Catholic diocesan officials around the country and from the U.S. Catholic Conference to make sure that public-school districts continued Chapter 1 services at or near Catholic-school sites, such as in mobile vans and portable classrooms, instead of transporting students to public schools or neutral sites.

"What resulted was that they created a more expensive program, and they were still providing it exclusively to parochial-school children," Mr. Boothby said.

Catholic schools are by no means the only source of private-school children who participate in Chapter 1. Many disadvantaged students in Lutheran schools, other Christian schools, and Jewish day schools also qualify, and their officials actively seek to ensure their participation.

By contrast, some private religious schools shun participation, generally out of a desire to avoid entanglement with public-school authorities.

But Catholic-school officials are clearly the most visible in their lobbying for full participation in Chapter 1 for their eligible students. And Catholic educational leaders strongly disagree with the advocates of strict church-state separation about the legality of the Chapter 1 programs.

"I think Americans United is fighting phantoms on this issue," said Mark Chopko, general counsel of the U.S. Catholic Conference. "The *Felton* case destroyed rightful equity in the [Chapter 1] program. These alternative delivery systems are not equitable. These children are worse off with the disruption in their classrooms."

'Experiencing Success'

Meanwhile, in New York City, where the *Felton* case originated, the public-school system is facing a new challenge from PEARL over its alternative methods of providing Chapter 1 services.

The New York City school system primarily relies on computer-aided instruction and mobile vans to serve the roughly 20,000 nonpublic-school participants in Chapter 1, who come from a mixture of religious schools as diverse as the city itself.

Stanley Geller, a New York lawyer who argued the *Felton* case before the Supreme Court, said the alternatives "are no good."

"They all continue to very closely resemble what was struck down in *Felton*," he said. "A mobile unit that drives up to the front door is nothing but an outside classroom, an annex of the parochial school. It's a flimsy evasion of *Felton*."

But PEARL's lawsuit has been bogged down in U.S. District Court in Brooklyn, and the school system has filed a motion claiming the issues will more likely be decided elsewhere first, Mr. Geller said.

PEARL recently released a report asserting that the board of education is spending $15 million to $20 million annually to "accommodate religious-school interests" by providing most Chapter 1 services to such schools with mobile units or computer-aided instruction.

PEARL said its research indicates that 82 percent of religious schools in New York City are within three to six blocks of a public school where Chapter 1 services can be obtained.

Mr. Boothby of Americans United said he believes the Education Department would like to see one or more of the current lawsuits reach the Supreme Court in the belief that the Justices, with a more conservative makeup, might rule differently than the slim majority in *Felton*.

But Mr. Boothby said he believes that the court would refuse to allow public-school teachers back into the classrooms of private religious schools.

"With the factual record we have in these cases," he said, "we have an even more compelling case for the Court to find as it did in *Felton*."

Often lost amid all the logistical challenges and court battles over the program, say private school educators, is the success of, and the continuing need for, the remedial help for thousands of pupils in nonpublic schools.

"I keep track of students who have been in the program for a period of three years," said Mr. Shyshka, the principal of Holy Spirit School in the Bronx. "Over three years, the kids improve more than four years on average in their reading and math scores."

"This is a supplement to regular classroom instruction where students are able to experience success at their own pace," he added. "If they didn't need it, they wouldn't be in there." ■

CHAPTER 1:

Special Education

Need for Separate Handicapped Program Again Up for Discussion

Eric Beggs

Barbara Fizer, a teacher's aide whose salary is paid for with funds from the Chapter 1 program, guides a student through a reading lesson in a class for handicapped students at Sims Elementary School in Austin, Tex.

By Debra Viadero

When the Chapter 1 handicapped-education program was created 25 years ago, it broke new ground by providing funds for states to use to educate children with disabilities.

But today, some federal officials contend, the program may be beside the point.

Sentiment is growing among a number of lawmakers and federal officials to either overhaul the little-known program, phase it out altogether, or merge it with the much larger federal special-education program created under the Education of the Handicapped Act, now known as the Individuals with Disabilities Education Act.

The program's fate was nearly decided last year when the House Appropriations Committee, in a move that surprised some special-education advocates, proposed consolidating the two special-education programs, as had been suggested by the Bush Administration.

The recommendation caused an uproar among special educators and advocates for the handicapped nationwide. And the program was restored in conference meetings with Senate leaders, who argued that the matter required more careful deliberation.

This year, however, the Chapter 1 handicapped program is under siege again. The Education Department, in its latest budget proposals to the Congress, has recommended that funding for the program, which currently receives nearly $150 million, be reduced by $23.2 million and that it be phased out altogether by 1996.

"This has been a contentious issue," said Robert Silverstein, director of the Senate Subcommittee on Disability Policy. "It will definitely be on our plate for discussion purposes this year."

Becoming Overshadowed

Federal officials have been questioning the need for the separate Chapter 1 handicapped program since the passage of the E.H.A. in 1975. The landmark special-education program created under that law quickly dwarfed the Chapter 1 program in terms of both breadth and funding level.

While the Chapter 1 program gives states the option of participating, the 1975 law requires schools to serve disabled students and provides massive sums of money to help do the job.

The Congress has never footed 40 percent of the bill, as promised, but the program, now known as IDEA, is the second-largest federal precollegiate-education program, exceeded only by the main Chapter 1 program serving non-handicapped disadvantaged children.

IDEA is currently funded at nearly $2 billion, compared with $148.9 million for the Chapter 1 handicapped program.

According to a Congressionally mandated study by the General Accounting Office, both programs provide similar kinds of services to a wide range of children with disabilities.

The federal watchdog agency noted in its study, however, that services to the Chapter 1 handicapped children "tend to be more frequent or more intensive."

As early as 1977, the G.A.O. proposed merging the administrative functions of the two programs. Its most recent study on the subject, released 11 years later, continued to expand on that recommendation.

The more "frequent and intense" nature of the kinds of services Chapter 1 students receive is a reflection of the population it is intended to serve: students with severe disabilities.

The original purpose of the law was to prod states to develop educational programs for children confined to state-operated or state-supported institutions where most severely handicapped children are served. A "transfer" provision later added to the law was designed to encourage states to move many of those children into local school districts by allowing the funds to, in effect, "follow" the students.

The law never specified, however, that the money was to be used exclusively for children with severe disabilities. Consequently, the funds buy services for a wide range of disabled children from birth to age 21.

Children Most in Need

Most of those services are supplemental in nature, the G.A.O. says. They range from occupational and physical therapy to counseling and music therapy.

"These are services which may not be required to provide a basic, appropriate education but may make a qualitative difference in the lives of children," said Linda Lewis, who, as associate director of the National Association of State Directors of Special Education, last year lobbied to retain the program.

For the most part, those services still go to seriously disabled children.

In recent years, however, the G.A.O. contends, states have increasingly used the money for mildly or moderately handicapped students as well.

Part of the reason for the new influx of less severely handicapped students has been a growing tendency in some states to use Chapter 1 funds for infants, toddlers, and preschoolers with disabilities.

Up until 1986, when the Congress amended IDEA to provide strong incentives for states to serve their youngest handicapped citizens, no funds were available under that special-education program for children younger than school age. Even some of the new infant-and-toddler programs provide only "glue money" intended to help states plan a system for serving that population but not to fund those services.

According to the Education Department, services for 37,000 children age 2 and under were funded through the Chapter 1 handicapped program last year.

According to the G.A.O., more than half of children age 5 and under who are being served through the program have mild or moderate disabilities—and not the serious handicaps envisioned by the framers of the program.

'Bizarre' Funding Formula

Federal officials also complain that funds for the Chapter 1 program are distributed unevenly among the states.

Because of a funding formula described by one Congressional aide as "bizarre," some states receive as little as $120,000 through the program, while others collect more than $29 million. Four states that count moderately handicapped children in the program receive nearly half of all program funds distributed nationally, according to the G.A.O.

For states that have chosen to maximize use of the program, one attraction may have been that they receive more money for every handicapped pupil served through Chapter 1 than they do under IDEA.

While the amount varies widely across states and school districts, states received an average of $580 for every student in the Chapter 1 handicapped program during the 1988-89 school year. The average per-pupil allocation for programs funded under IDEA, in comparison, was $331 that year.

In arguing that funding for the Chapter 1 program be phased out, Judith A. Schrag, director of the Education Department's office of special-education programs, said, "The need for differential funding was important in the past when it was needed to start up funding for school districts."

"It is our opinion that the original intent of the Chapter 1 handicapped program has been met," she added. "That is, children across the country have been deinstitutionalized and become part of ongoing special-education programs."

A Close Call

Despite longstanding skepticism about the value of the program, the House Appropriations Committee's action last year was, in the words of one advocate, "the closest it ever came to disappearing off the face of the earth."

One Congressional staff member said the panel chose last year to propose merging the two programs because the committee was also recommending a major funding increase in general special-education aid to states that would have more than offset any loss of funds for the Chapter 1 program.

"It was an unusual opportunity," he added.

The committee had proposed increasing special-education grants to states by $857 million. The amount eventually approved by the Congress was closer to $700 million, but there was a major increase in a separate federal program for infants and toddlers with disabilities.

The close call prompted advocates to form an informal national group to review the Chapter 1 program. The group, which includes representatives from NASDSE, the Council for Exceptional Children, some state schools for the deaf and blind, and state Chapter 1 coordinators, has met twice since November.

"We haven't made any recommendations yet, but what we found was a consensus that there is still a need for the program," Ms. Lewis of NASDSE said. "It really, in the best sense of federal support, helps to sustain services to children who might not always be covered under other statutes."

Both special-education advocates and Congressional sources said they are uncertain what will happen to the program in budget negotiations this year.

The Education Department's latest budget proposal, like many proposals that have come before it, would gradually phase out the program with no significant infusion of federal money in other special-education programs. The change, Education Department officials calculate, would mean a net loss in special-education funds next year for four or five states.

But, as one Democratic appropriations aide said, any action on that proposal would depend on how much money would be made available to offset any losses.

"The ease with which the program could [make the] transition is influenced by the amount of money you have in the program over all," he noted.

At least one subcommittee staff member, however, disagrees. Mark Weston, a Republican aide on the appropriations panel, said the special-education advocates may have passed up "the chance of a lifetime" by not accepting the consolidation when it was accompanied by a major funding increase.

"Now, they'll ultimately end up having to accept a merger but not having the money," he said.

"If this ever came to a vote on the House floor," he said, "you'd have members from four or five states pitted against everyone else."

He added, "Who do you think is going to win?" ■

WASHINGTON

Senator Proposes Trust Fund for Children's Programs

By Deborah L. Cohen

WASHINGTON—Arguing that the Congress has failed to match its "rhetorical support" for children's programs with adequate funding, Senator Christopher J. Dodd last week introduced legislation to establish a trust fund in the federal budget for programs targeted at children, youths, and families.

The Connecticut Democrat, who chairs the Senate Subcommittee on Children, Families, Drugs, and Alcoholism, conceded that enactment of the "children's investment trust act"—which would be financed in large part through a new tax source—was unlikely to come in this Congress, and could be years away.

"I don't have any illusions about how long it will take," he said at a hearing on the measure held by his subcommittee last week. "But you have to start somewhere."

Mr. Dodd got an unexpected preview of the obstacles ahead when William H. Kolberg, president of the National Alliance of Business, departed from his prepared testimony to reveal that his group would not support the plan.

"As of today we couldn't support your proposal," Mr. Kolberg said. "It seems more like a silver-bullet approach to what is a long-term problem."

The measure is based on a proposal developed by Jule M. Sugarman, one of the founders of Head Start, who has argued that an earmarked trust fund is the only way to ensure a stable, sustainable funding source for some 200 children's programs that are now scattered under the jurisdiction of numerous agencies and committees.

'Politically Suicidal'?

Mr. Dodd's proposal would establish a "Children's Investment Trust" in the U.S. Treasury to fund federal education- and health-related programs serving children, youths, and families.

It would support programs addressing needs ranging from nutrition and immunization to child welfare and child care, giving priority to such "proven, cost-effective programs" as Head Start, the Special Supplemental Food Program for Women, Infants, and Children, and the Chapter 1 remedial-education program.

The trust fund could also be used to finance tax credits benefiting families with children, and a portion of the fund would be set aside each year for entitlement grants to states to expand and integrate children's programs at the state and local levels.

The trust would be funded through three sources: an automatic appropriation equal to the total fiscal 1991 appropriations for all federal programs for children, youths, and families, with annual inflation increases; earmarked revenue from a new tax source, to be identified by the Congressional tax-writing panels; and income from investment of trust money.

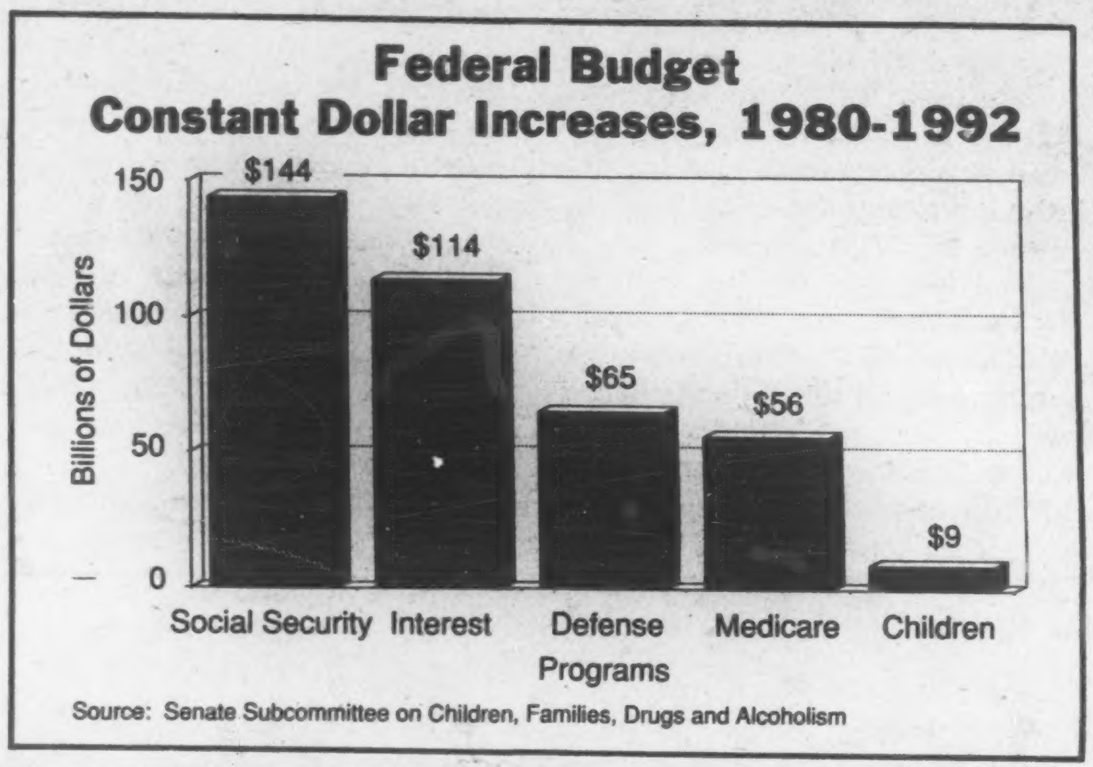
The appropriated amount plus 60 percent of the funds from the new tax would go toward federal programs and services, while 40 percent of the new tax revenues would be reserved for entitlement grants to states to bolster and coordinate state and local programs.

Enactment—including tax to pay for it—could be years away.

Mr. Sugarman has proposed that funding for the trust come from a progressive payroll tax with a base tax rate of one-tenth of 1 percent that would increase to three-tenths of 1 percent by 1996, raising some $25 billion. Workers with incomes of under $5 an hour and their employers would be exempt from the tax, while the rate would double for those earning more than $53,400 and their employers.

To ensure that funds go to the most effective programs, Mr. Dodd's bill calls for an independent panel, to be established by the National Academy of Sciences, to evaluate each program every six years and recommend which should be improved or eliminated.

Mr. Sugarman, who testified at last week's hearing, praised the panel for "considering legislation which some might consider politically suicidal."



Source: Senate Subcommittee on Children, Families, Drugs and Alcoholism

"Never before has Congress addressed the condition of children in such a comprehensive and bold fashion," he added.

The plan also drew praise from other witnesses at the hearing, including Erling W. Clausen, past president of the American Association of School Administrators.

"I believe this hearing and this introduction will come to be known in our history books with all the importance and all the fervor that is given to the first legislative steps taken on behalf of the Social Security Act more than 50 years ago," he said.

Tax Hike Opposed

But Mr. Kolberg of the National Alliance of Business said he was "uncomfortable" with the prospect of raising taxes during a recession and while pressure is mounting to trim the federal deficit. It would be better, he said, to increase spending on Head Start and other programs gradually through the appropriations process while garnering public support for a more stable funding source.

Going the trust-fund route, he argued, would focus debate on "a tax proposal rather than building the national will."

Senator Dodd, who admitted he was "somewhat stunned" by Mr. Kolberg's remarks, said he found it "disappointing" that the business community—which has been increasingly vocal in backing hikes in Head Start, WIC, and other programs—has yet to "come forward and say how we would pay for it."

"Now we're saying here's how," Mr. Dodd added, noting that opinion polls suggest the public would support higher taxes if the money were directed at children's programs.

Responding to a jest by Mr. Kolberg that a "surcharge on Pampers and baby formula" could be used to fund the trust, Mr. Dodd instead proposed a surtax on high-income taxpayers and businesses.

He also displayed charts showing that the share of the federal budget devoted to children's programs fell by 15 percent between 1980 and 1990, and that funding for such programs increased at only one-fourth the rate of the budget as a whole.

"I've really sort of given up on the present process" for funding children's programs, said Mr. Dodd, who characterized the trust-fund proposal as "an act of exasperation."

Also testifying at last week's hearing was Gordon M. Ambach, executive director of the Council of Chief State School Officers, who voiced "strong support for the heart of the concept" of a dedicated tax.

But revenues from the tax, he argued, should be directed mainly at education programs and "should be assigned solely for the use of specifically authorized federal programs" rather than left to states' discretion.

3 Federal Agencies Probing Cavazos Travel Practices

WASHINGTON—The Education and Justice departments and the Federal Bureau of Investigation are examining whether the travel practices of former Secretary of Education Lauro F. Cavazos violated federal regulations, current and former Bush Administration officials said last week.

Reports surfaced last fall that the Education Department's inspector general was investigating the travel practices of Mr. Cavazos and his wife, Peggy, as well as Mrs. Cavazos' role at the agency, where she was a prominent presence.

Department officials confirmed then that the agency's watchdog office was investigating whether the couple booked flights on Trans World Airlines—sometimes using more expensive, circuitous routes—to enable Mrs. Cavazos to fly free, using the travel privileges of a son employed by the airline.

Use of airline by Secretary's wife under scrutiny.

Administration officials and former aides to Mr. Cavazos who have been interviewed by investigators confirmed the involvement of the Justice Department and the F.B.I. after news reports on the investigation appeared last week. The media's interest may have been sparked by recent revelations of expensive unofficial travel on military aircraft by John H. Sununu, the President's chief of staff.

Frequent-Flyer Bonuses

Current and former officials also said the investigators are examining whether Mr. Cavazos used frequent-flier miles accumulated on official trips to obtain tickets for his wife. Government policy requires that such bonuses be used for official business.

Mr. Cavazos resigned last December under pressure from the White House, and has refused almost all requests for interviews. He could not be reached for comment last week. —J.M.

Helayne Seidman

Then-Secretary of Education Lauro F. Cavazos and his wife, Peggy, at a meeting in New York a year and a half ago.

FEDERAL FILE

Transitions ■ Ted's choice ■ Off the wall?

Some Washington observers have suggested that the expected nomination of the education historian Diane Ravitch to a top Education Department post may have been held up because she is a Democrat.

Ms. Ravitch, a professor at Columbia University's Teachers College, was married until 1986 to Richard Ravitch, a politically active businessman who sought the Democratic nomination for mayor of New York City in 1988.

Local election officials said that there is a Diane Ravitch who has been registered to vote in the city as a Democrat since 1972.

Ms. Ravitch did not return telephone calls last week.

Bush Administration officials confirmed in late March that she is slated to replace Christopher T. Cross as assistant secretary for educational research and improvement.

Last week, an Education Department official said the nomination should be announced soon, suggesting that observers think it was delayed because the information leaked out earlier in the process than usual.

■

Meanwhile, Mr. Cross has apparently found a new job.

He could not be reached for comment, but a source close to Mr. Cross said he had accepted an offer to oversee education programs for the Business Roundtable.

■

Aides to Senator Edward M. Kennedy, the Massachusetts Democrat who chairs the Senate Labor and Human Resources Committee, are apparently working on legislation to be offered as an alternative to the Administration's America 2000 plan.

Massachusetts educators who have been consulted by Mr. Kennedy's staff said the Senator plans to propose a school-choice program that does not include private schools and will contain safeguards to ensure that choice does not threaten racial desegregation.

■

The department's infamous wall chart may be dead.

Secretary of Education Lamar Alexander said last week that he had not yet decided whether to retain the seven-year-old annual compendium of state level data on education funding and college-entrance-exam scores, which is usually released in May. But Administration officials said he is leaning against it.

Some officials urged its demise last year, arguing that educators and governors dislike it and that it would duplicate the "report card" being devised by the Administration and governors to measure progress toward national education goals. —J.M.

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume X, Number 36 · May 29, 1991

© 1991 Editorial Projects in Education / $2.50

Court Backs Rule On Chapter 1 in Religious Schools

'Off the Top' Funding Allowed, Judges Say

By Mark Walsh

In a significant defeat for a coalition of public-education groups and advocates of strict church-state separation, a federal appeals court last week upheld as constitutional a controversial federal rule on the allocation of Chapter 1 aid to students in religious schools.

Overturning a lower-court decision in a Missouri case, a three-judge panel of the U.S. Court of Appeals for the Eighth Circuit held unanimously that the U.S. Education Department could force states and school districts to deduct "off the top" of their entire allocations under the federal remedial-education program certain extra costs of providing services to religious-school pupils.

The costs include the leasing of mobile vans or portable classrooms to provide the required services.

Splitting 2 to 1, the appellate panel also overturned the lower court's ruling that such vans or portable classrooms could not be placed on the property of a church-affiliated school. The appeals court said the units could be viewed as "religiously neutral" under the proper circumstances.

The May 21 decision was the first by a federal appellate court to address the constitutionality of the "off the top" formula and the use of mobile Chapter 1 classrooms on church-school property. Federal district courts have reached differing conclusions on those issues.

The Education Department adopted the funding rule in response to the U.S. Supreme Court's 1985 ruling in *Aguilar* v. *Felton*, which barred public schools from sending their employees into the classrooms of religiously affiliated schools to teach Chapter 1 classes. The rule was designed to make funding available for more expensive alter-

Continued on Page 23

Bush and Kennedy Bills Set Stage for Federal Debate

Seen as the Most Contentious Issue, Choice Included in Both Reform Plans

By Julie A. Miller
and Mark Pitsch

AP/Wide World Photos

President Bush chats with Sarah Stevens, a student at the Saturn School of Tomorrow, during his tour of the innovative school in St. Paul, Minn., last Wednesday, the day before he sent his education package to Capitol Hill. See story, page 22.

WASHINGTON—The Bush Administration last week sent its eagerly awaited education legislation to Capitol Hill and a key senator introduced several education bills of his own, setting the stage for a debate on the federal role in education reform.

The Administration's bill contains the legislative framework needed to implement much of its America 2000 education-reform strategy, and it answers many of the questions raised by observers about how the programs would work.

The bill would support the development of innovative schools, reward districts that establish educational-choice programs, and require Chapter 1 funds to follow children who change schools under such a program. The measure would also create a regulation-waiver system, expand the National Assessment of Educational Progress, charter a commission to study questions related to the length of the school day and year, and create state training academies for educators.

Significantly, the bill was introduced by Senate education leaders from both parties: Democratic Senators Edward M. Kennedy of Massachusetts and Claiborne Pell of Rhode Island, chairmen of the Senate Labor and Human Resources Committee and its education subcommittee, respectively; and Senators Orrin G. Hatch of Utah and Nancy L. Kassebaum of Kansas, the ranking Republicans on those panels.

"I have reservations about some parts of it, especially the plans to turn the Chapter 1 program into a voucher and the creation of a choice program that includes private schools," Mr. Kennedy said.

However, he said, "we need to put partisan differences aside and

Continued on Page 22

San Francisco Eyes Pro Sports Tax To Pay for Interscholastic Athletics

By Peter Schmidt

The San Francisco Board of Supervisors was expected to give final approval this week to a unique tax on professional-sports tickets that would avert a proposed shutdown of the city school district's interscholastic-athletics program.

The measure would apply to the San Francisco 49ers football team, whose stadium-admissions tax would increase by 75 cents a ticket, and to the Giants baseball team, whose per-ticket tax would rise by 25 cents.

The tax increase, to apply only during the 1992 seasons for both teams, was expected to raise some $1.06 million—enough to cover the San Francisco Unified School District's interscholastic-sports budget for the coming school year.

Superintendent of Schools Ramon C. Cortines, facing a $16-million deficit in the district's budget for 1991-92, had proposed suspending the sports program for one year. Academic programs are also threatened with cuts.

The board of supervisors unanimously approved the ticket-tax increase on a preliminary vote last week, and Mayor Art Agnos has said he would sign the measure into law.

But officials of the Giants and the 49ers "have been caught between a rock and a hard place on this one," according to Supervisor Terence T. Hallinan, who wrote the legislation.

Continued on Page 13

A Case in Point: District Fears Quality Is Suffering as It Cuts Closer to the Bone

Diane Barrows

Lauren Biscegiia in one of her home-economics classes in Newton, Mass.

By Karen Diegmueller

NEWTON, MASS.—Lauren Biscegliahas stopped buying the sturdy canvas out of which her home-economics students have always made tote bags. "We can't afford that anymore," the Brown Junior High School teacher says.

These days, the totes are cut from cheaper cloth she buys by the pound at a factory-outlet store.

Despite the rising cost of such materials and an increase in the number of students she teaches, Ms. Biscegiia has only $1,800—the same amount she has received for each of the past four years—to buy sewing goods and food supplies for her 300 students.

As long as the students carry a light load in the elegantly stitched bags, Ms. Bisceglia explains, they will hold up fine. But if they use the totes as book bags, the cloth will tear.

While Ms. Bisceglia's forced economies on tote bags are of relatively minor importance in the scheme of things, they epitomize the plight of the school district that employs her. By scaling back on expenditures, both the home-economics teacher and the Newton public schools are getting the job done, but the financial

Continued on Page 10

Chicago Board, Chief Face Criticism Over $316-Million Deficit

By Ann Bradley

The Chicago board of education and Superintendent Ted D. Kimbrough are coming under increasing fire for their failure to spell out how they will address a $315.8-million deficit in next year's budget, the largest ever faced by the school system.

The gap in the district's $2.3-billion budget stems largely from the 7 percent raises the city's interim school board granted last year to teachers and other employees, according to an analysis by the Chicago Panel on Public School Policy and Finance, which monitors the district's finances.

It was widely known at the time that the district could not afford the raises, but interim board members said they believed that increasing teachers' salaries was critical to the success of the city's nationally watched reform efforts.

Since Mr. Kimbrough announced the deficit on May 1, he and board members have faced a storm of criticism from Chicago politicians who say they are angry that no firm plans have been made in the 10 months since the teachers' contract was an-

Continued on Page 12

Also in the news

4 **Educational Perestroika**
U.S. educators and architects are helping the Soviets plan a "School of the 21st Century" near Moscow.

IN SUMMARY

Aiding Black Males
A new commission, backed by a cast of political luminaries, has launched a national crusade to better the status and destiny of black males in this country. **Page 5.**

Bible Distribution Backed
A federal district judge has upheld an Indiana school district's policy of allowing members of the Gideon organization to distribute Bibles to students on school grounds. **Page 5.**

Ready for Prime Time
A federal appeals court has struck down a Federal Communications Commission rule designed to protect children from "indecent" radio and television broadcasts. **Page 5.**

Seeking New Scientists
The Energy Department has awarded $1.28 million to programs that encourage middle-school girls and minority students to pursue science careers by allowing them to study at universities. **Page 8.**

Where's the Dough?
Gov. Ned McWherter's school-reform plan got a boost from the Tennessee House last week, but questions remained on the Senate's intentions and the whereabouts of funding. **Page 14.**

Tarheel Troubles
North Carolina's worst budget crisis in at least three decades is overshadowing efforts to speed up what many see as the slow pace of improvements in the state's public schools. **Page 15.**

Overhauling Student Loans
A Senate subcommittee issued a report last week that calls for sweeping reforms in the government's troubled Guaranteed Student Loan program. **Page 20.**

Commentary	**24 and 32**
Events	**26**
Federal File	**20**
Focus On: Curriculum	**6**
Honors	**26**
Legislative Update	**17**
Letters	**25**
Marketplace	**27**
Philanthropy	**9**
Private Schools	**8**
State Journal	**14**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 36.

ACROSS THE NATION

STATES

West Virginia Agrees To Bar Segregation of Spec.-Ed. Students

To settle a suit brought by activists for the disabled, the state of West Virginia has agreed to bar the segregation of special-education students in facilities separate from other students.

State officials reached an out-of-court settlement this month with West Virginia Advocacy, a nonprofit organization assisting the handicapped, which filed the lawsuit in a federal district court last December.

The suit alleged that special-education students in many public-school districts were relegated to separate classrooms and other facilities. The separation denied special-education students access to an equal education, the suit charged.

Schools in about 10 of the state's 55 counties have violated federal laws by separating the special-education students, Henry R. Marockie, state superintendent of schools, acknowledged in resolving the suit.

Under the terms of the settlement, the separate facilities are to be abolished by the start of the next school year; schools are not to conduct special-education courses in buildings that do not also house other classes or are not comparable to facilities for other classes; and teachers are to be provided training on the needs of special-education students.

■ A federal judge has upheld the constitutionality of a University of Maryland scholarship program that is available only to black applicants.

The ruling is believed to be the first since last December, when Michael L. Williams, the U.S. Education Department's assistant secretary for civil rights, declared such scholarships illegal under Title VI of the Civil Rights Act of 1964. Secretary of Education Lamar Alexander is reviewing that decision.

In his ruling, U.S. District Judge J. Frederick Motz said that the university's scholarship program was established in response to charges of discrimination made against the university in 1969 by the federal government, and that, therefore, it is legal not only under the Civil Rights Act, but under the constitution as well.

Daniel J. Podberesky, a white freshman, filed the suit last summer, saying that he should be eligible for the Benjamin Banneker Scholarship, which was begun in 1978.

Each of the 28 scholarships offered to students in 1990 is estimated to be worth $33,500.

■ The Minnesota State Board of Education this month gave preliminary approval to a plan to implement outcome-based high-school graduation requirements statewide.

If implemented, the seven-part standards would make Minnesota the first state to require that graduates master certain skills instead of just completing set courses or accruing credits, according to officials of the state department of education.

The proposals are to be discussed in public hearings and will be formalized through the state board's rule-making process before tentatively taking effect in the 1996-97 school year.

The proposals demand that students be able to communicate with words, numbers, symbols, and sounds; solve problems on the personal, social, and academic levels; contribute as citizens knowledgeable of state, local, and national government; understand human diversity and interdependence; work both independently and cooperatively; develop physical and emotional well-being; and contribute to society's economic well-being.

DISTRICTS

Far-Reaching Spec.-Ed. Plan Presented to N.Y.C. School Board

Disabled students graduating from New York City public schools would be guaranteed either a job or enrollment in a post-secondary education program under a far-reaching special-education plan presented to the city's board of education this month.

"Most people get their first jobs as a consequence of contacts made through family, friends, and other intermediaries," said David W. Hornbeck, the consultant who drafted the proposal. "Those with handicaps need even more of that kind of assistance."

The proposal is part of a bold and comprehensive plan crafted by Mr. Hornbeck, a former state school superintendent in Maryland, and an associate, Sue Lehman, to overhaul the school system's long-troubled special-education program. The system has been under a federal court order since the 1970's to eliminate a backlog of children awaiting special-education services.

The report also calls on schools to provide a high-support reading program, such as "Reading Recovery," for all disabled children through the 3rd grade and recommends the establishment of school-level teams to intervene early when children are having trouble in school and provide them with extra help in their regular classrooms. The purpose of the teams is to avoid placing children in costly special-education program and giving them potentially stigmatizing labels.

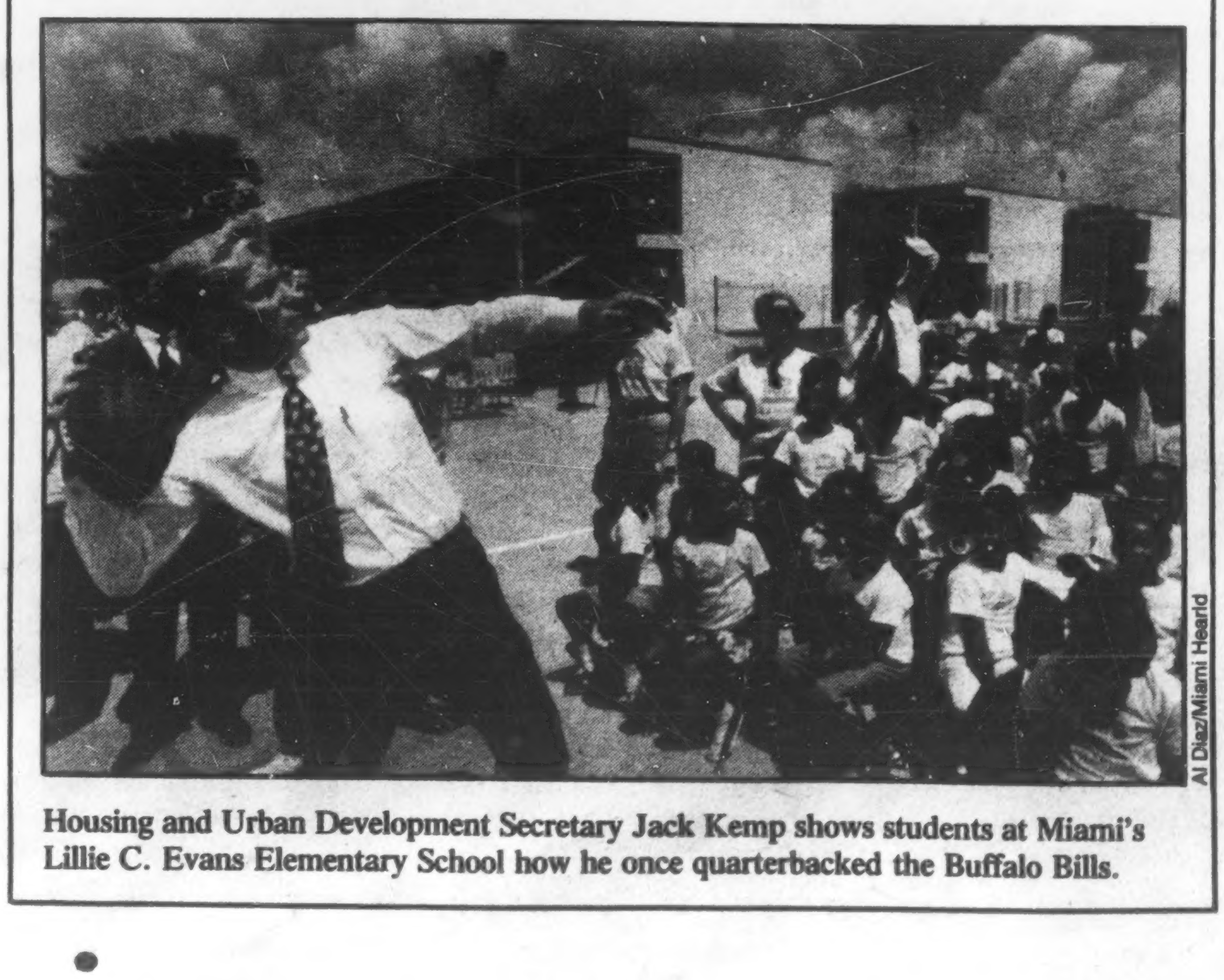
The consultants also said schools that do a good job of serving disabled students should be exempted from state and federal regulations restricting the expenditure of special-education funds.

"The question posed to school staff must shift from, 'Did you do what they told you to do?' to 'Did it work?' " the report stated.

The plan, parts of which may initially be costly, comes at a time when the school system faces more than $1.5 billion in budget cuts. Some of the reading programs recommended in the report, for example, may cost an extra $800 to $1,000 a year per student.

City school-board members have not indicated whether they plan to act on the report. A spokesman for the district said last week that the board may choose to adopt some of the plan's less costly features.

Back in Form


Al Diaz/Miami Hearld

Housing and Urban Development Secretary Jack Kemp shows students at Miami's Lillie C. Evans Elementary School how he once quarterbacked the Buffalo Bills.

Unions in N.Y. District Agree On 'Givebacks' To Save Programs

Employees of the Averill Park Central School District near Albany, N.Y., have agreed to give back portions of pay raises negotiated for next school year in order to save some district programs from budget cuts.

The superintendent and various bargaining units representing management, faculty, and support staff have agreed to "givebacks" ranging from 10 percent to 35 percent of expected pay increases for the sake of keeping the district from adding to class sizes or cutting certain programs.

In all, the givebacks are expected to save the district $180,000 to help cope with an expected loss of $600,000 in state aid, district officials said.

Officials of teachers unions in the state said the givebacks are unusual and that they have been discouraging the employees of other districts in the state from offering similar concessions.

■ A 15-year-old who had been watching a championship lacrosse game at a Washington, D.C., school was killed earlier this month when the tree he was standing under was struck by lightning.

Noah Eig, a 9th grader at the Landon School in Bethesda, Md., was killed instantly as he and other spectators sought shelter under a 50-foot tree at St. Albans School, school officials said.

The varsity game between St. Albans and Landon had been suspended about 10 minutes earlier because of lightning in the area, said Pat Griffin, a St. Albans coach.

Ten others in the estimated crowd of

1,500 were injured, including several Landon and St. Albans students and parents, officials at the schools said. Some of the injured remained hospitalized last week.

Landon School was closed May 20 to honor Noah's memory.

The two teams were playing for the lacrosse championship in the Interscholastic Athletic Conference, a league of private schools in the District of Columbia, Maryland, and Virginia, said John Fisher, a Landon teacher and spokesman for the school.

■ **Federal authorities last week were investigating the cause of a school-bus accident in Cornelius, N.C., that left 3 children dead and 12 injured.**

The bus was carrying about 20 students home from Alexander Junior High School in the Charlotte-Mecklenburg School District when it collided with a dump truck and then wrapped around a tree.

About 200 Alexander students were provided counseling after the accident, which is being investigated by the National Highway Traffic Safety Administration as well as local authorities, a district spokesman said.

■ **The Austin (Tex.) Independent School District should pay bilingual teachers stipends that were promised in 1989 contracts but later cut for budgetary reasons**, a state district-court judge has ruled.

Several bilingual teachers had sued the district after the $1,500 stipends promised them in 1989 contracts were eliminated about a month after the July 1 contract deadline.

Lawyers for the teachers asserted that their clients had accepted their jobs because of the stipends.

■ **Mayor David N. Dinkins of New York City has proposed a budget that would eliminate a school-health program that provided free medical exams to 45,000 children last year.**

Through the school system, the city's department of health provides free services to children, including new-admissions examinations, vision and health screenings, team sports examinations, and immunizations during disease outbreaks.

The cuts would eliminate about 174 jobs and would save the city $7.5 million, a document released by the city council said.

Due to budget problems, the health department has also decided not to enforce a city mandate that all children entering school have a complete physical examination, including the required screenings for lead, tuberculosis, and immunizations.

The city council will not approve a final budget until next month.

■ **The Los Angeles Unified School District is negotiating with the California Museum of Science and Industry to open an elementary school on the museum's grounds that would serve children from the surrounding neighborhood.**

District officials stress that the school—which would also serve as a teacher-training center and curriculum-development site for the University of Southern California—could not become a reality until at least the middle of the decade.

"A site has been identified at the area," said Pat Spencer, a spokesman for the district, but the project is "still very much at the discussion stage."

If the project proceeds as planned, the new school would occupy the upper floor of an as-yet-unbuilt two-story building at the museum's Exposition Park site.

District officials also stressed that the school would serve as a normal elementary school, making the museum's resources accessible to the local community, and not as a magnet school.

PEOPLE

■ After three years in office, **Joseph L. Shilling**, Maryland's state school superintendent, resigned last week to take over as superintendent of the nine-school Queen Anne's County, Md., district.

The generally popular state school chief, whose resignation took state officials by surprise, said he took the job so he could return to his home county.

The reforms he drafted are proceeding well, he told local reporters, and the Queen Anne's post would not still have been open at the end of the final year of his term.

Mr. Shilling will assume his new duties July 1. He will earn $88,500, nearly $9,000 less than his state salary.

UPDATE

■ **A tentative agreement struck between parents and school-district officials in Newburgh, N.Y., calls for shielding from public view a controversial marker memorializing the 1989 deaths of 10 elementary-school children.**

The agreement, made informally last month and expected to come up for formal school-board action by June 10, asks that approximately 75 four-foot evergreen trees be planted around a marker erected at East Coldenham Elementary School last year in observance of the deaths of nine children who were killed when tornado-like winds blew down a cafeteria wall, said Robert DiBella, a law clerk for the Westchester County judge overseeing the agreement. *(See Education Week, Nov. 22, 1989.)*

The name of a 10th child, who was killed in front of the school after the storm by a motorist distracted by the damage, is also inscribed on the 3-by-4 foot black granite marker that sits in front of the school.

Some parents had filed suit objecting to the prominent placement of the marker, which was deemed traumatic to some children.

The planting of trees around the marker would create an "optional viewing" area, Mr. DiBella said.

■ **A federal appeals court has rejected the claim of seven black Fairfax, Va., teachers that they were discriminated against when passed over for merit-pay bonuses during the 1988-89 school year.**

A panel of the U.S. Court of Appeals for the Fourth Circuit upheld a district-court decision last year that the teacher failed to prove the discrimination.

The teachers had argued that the district's merit-pay system violated their constitutional rights to due process and equal protection. Each teacher had received an "effective" rating under the system, which prevented them from applying for advancement for at least a year. *(See Education Week, Oct. 18, 1989.)*

At the same time, they contended, white teachers had received higher ratings that made them eligible for merit pay. The white teachers did not perform as well in the classroom, the plaintiffs argued, but received higher ratings "because of their race and/or personal relationship with the principal," the teachers had argued.

■ **A dozen Georgia teachers who were illegally fired when they failed a now-defunct teacher-assessment test have agreed to settle their suit against the state for $250,000.**

The teachers were fired and told they could not teach in the state for at least a year because they had failed the Teacher Performance Assessment Instrument, an on-the-job evaluation. That test was ruled invalid by a court nearly three years ago, and, in February, a state superior-court judge held that the teachers could sue the state for damages.

The judge also held that the state had willfully violated the teachers' rights to due process. *(See Education Week, March 6, 1991.)*

Lawyers for the teachers had estimated the back pay alone at more than $500,000.

The state asked the Georgia Supreme Court to review that ruling, but agreed to settle with the teachers before the high court could hear arguments.

■ **A local judge in Minneapolis has ruled that parents and officials of the nonprofit corporation that operates a private school for Native American students should be allowed to decide whether the dismissal of three board members should stand.**

Ramsey County District Judge Gordon Shumaker ruled this month that a meeting held in October 1990, during which the board members at the Little Red School House were ousted, was invalid because the current board failed to provide proof that all parties interested in the decision were notified that the meeting was taking place. *(See Education Week, Nov. 7, 1990.)*

The school has had a troubled background of changing leadership and factionalism among supporters of various directors.

Judge Shumaker, however, stayed his decision on who has authority to withdraw funds from the school's bank account until after the school's annual meeting in June, so that parents and others can decide for themselves who should be in charge.

■ **The federal judge presiding over the Boston school-desegregation case has retracted an oral order saying that white teachers could be transferred out of the city's examination high schools without the protection of a union grievance process.** *(See Education Week, May 8, 1991.)*

U.S. District Judge W. Arthur Garrity Jr.'s written order, issued this month, means that the Boston Teachers Union will not appeal the decision, according to union officials.

In his earlier ruling, the judge had said that the Boston school superintendent could move tenured white teachers out of the elite schools to make room for minority teachers without regard to the arbitration procedures normally used by the union in such cases.

The judge's orders came in response to a motion by the plaintiffs to reopen the case because the school system had not met court-ordered hiring guidelines specifying the racial balance the school system must maintain among its teachers. They argued that the number of minority teachers in the examination schools had dropped, rather than increased as required.

DIMENSIONS

Going to Court

Suits Against School Districts 1985-1988

Filed by Students	
Negligence	821
Control of behavior	42
School program	45
Equal opportunity	61
Unknown	78
TOTAL	1,047

Filed by Employees	
Discrimination	135
Discipline	207
Professional negotiations	94
Negligence	131
Unknown	37
TOTAL	604

Source: Michael Imbar and Gary Thompson, University of Kansas

School districts are sued more often for negligence than for any other reason, a recent study suggests.

Michael Imber and Gary Thompson, both of the University of Kansas, surveyed 500 public-school districts nationwide, asking them to count the number of suits filed against them between 1985 and 1988 and to provide the basic facts in each case. The researchers received 300 usable replies, representing 2 percent of the nation's districts and 6 percent of public-school pupils.

A total of 2,069 suits were reported; of that number, 1,825 suits fit into a new classification system the authors developed to be more comprehensive than past efforts. Of the 1,825 suits, 1,047 were initiated by students, 604 by employees, and 174 by someone outside the system, usually a contractor.

Charges of negligence by teachers, administrators, and coaches were most common, the researchers found, and were filed by students and employees alike.

Among student-litigants, suits were also filed over control of behavior (including punishment, freedom of expression, and religious exercise), school program (curriculum, grades, textbooks, and extracurricular activities), and equal opportunity (desegregation, sex, handicapped, and funding equity). Few desegregation suits were filed during the period, the authors found; about 80 percent of the equal-opportunity suits dealt with alleged violations of special-education laws.

Employees also filed suits over discrimination (on the basis of race, sex, and age), discipline (reassignments and firings), and professional negotiations (union contracts).

The researchers' findings appear in an article, "Developing a Typology of Litigation in Education and Determining the Frequency of Each Category," in the May isue of *Educational Administration Quarterly*.

Clarification

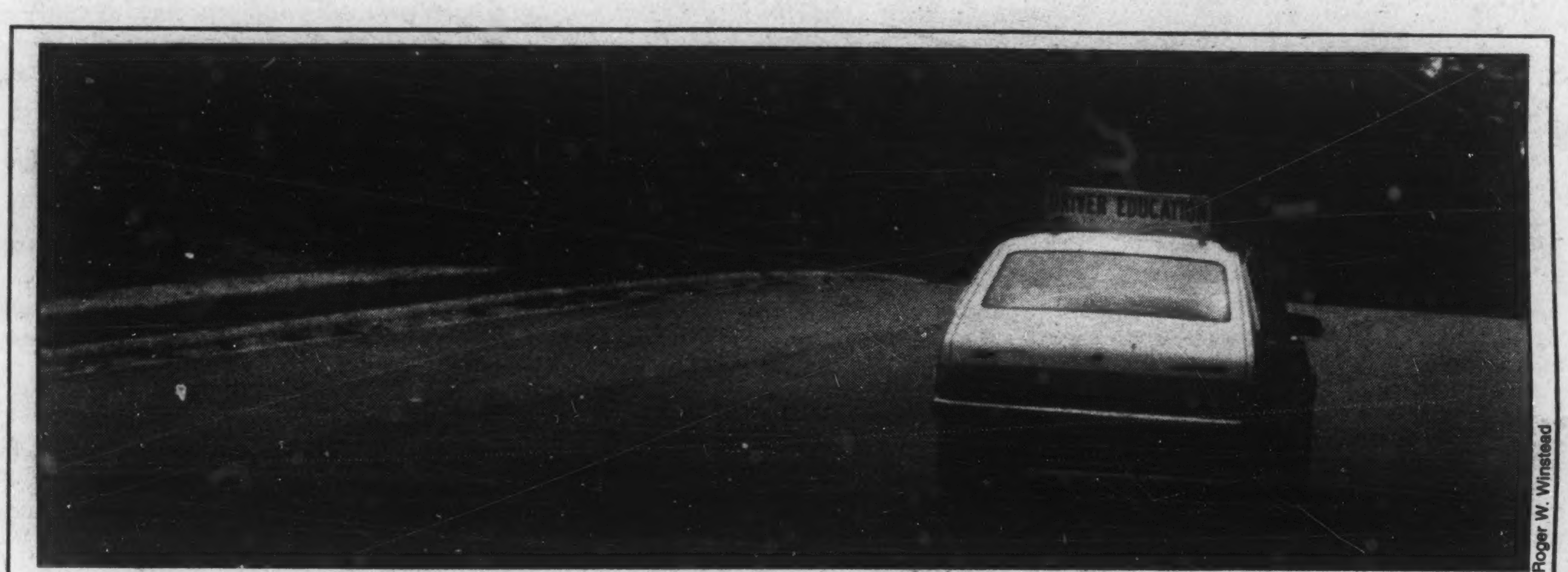
The Technology column in the May 22 issue failed to note that educators who wish to obtain a free copy of a special videotape of segments from the Public Broadcasting Service geography series "The Shape of the World" must place their orders by June 30.

R 4800-2A

EDUCATION WEEK

American Education's Newspaper of Record · Volume X, Number 38 · June 12, 1991

© 1991 Editorial Projects in Education / $2.50



Roger W. Winstead

At least three states and two big school districts are considering dropping or shifting the cost of driver training in order to save money.

Driver-Education Programs Hit Fiscal Potholes

By Millicent Lawton

Long a popular fixture in the high-school curriculum, driver education is hitting a bumpy stretch of road in a number of places.

At least three states and two major metropolitan school districts currently are considering dropping or shifting the cost of driver training in order to save money.

The result, experts say, will be to force students to pay fees of $200 or more for a course that used to be free, or to encourage them to drive without proper training or even without a license.

In addition to budget-driven cutbacks some jurisdictions are moving driver education from the instructional day to after-school hours or the summer, on the grounds that it no longer merits a spot in the regular curriculum.

But safety experts warned last week that the changes could lead to more accidents on the highways, as more students get behind the wheel without the grounding in traffic laws and good driving habits that a school program can provide.

Motor-vehicle accidents are the primary cause of death for U.S. teenagers—accounting for more than 14,000 deaths nationwide in 1988 among 15- to 24-year-olds.

By far the majority of teenagers depend on public schools for their training, said Charles Butler, manager of driver-safety services at the American Automobile Association's Florida headquarters.

Indeed, 15 states mandate completion of a driver-education course before a person under age 18 can obtain a license, according to the American Driver and Traffic Safety Education Association.

"Many more 16- and 17-year-olds are going to be driving untrained and illegally," because of shrinking programs, said John Harvey, president of the driver-education group. "We're just go-

Continued on Page 18

First State-Level Assessment Finds Wide Variations

But Math Performance Remains Low Overall

By Robert Rothman

WASHINGTON—The first-ever state-by-state assessment of student achievement has found that student performance in mathematics varies widely among states, but that performance in all states remains low.

The much-anticipated 1990 assessment, conducted by the National Assessment of Educational Progress, tested a national sample of students in grades 4, 8, and 12, and samples of 8th-grade public-school students in 37 states, the District of Columbia, and two territories.

It found that, nationwide, more than a quarter of the 4th graders failed to demonstrate the ability to perform simple arithmetic reasoning with whole numbers, and that, at later grades, the proportion of students showing the skills to perform more complex mathematical tasks declines sharply.

Only 5 percent of the high-school seniors demonstrated the skills needed for high-technology or college-level work, officials noted.

And the state-level data show that there

Continued on Page 23

Blacks' Assignment To Bilingual Classes In S.F. Is Criticized

By Peter Schmidt

The San Francisco Unified School District is changing the way it assigns children to bilingual-education classes in the wake of reports that hundreds of disadvantaged black students have been placed in such classes.

According to an analysis of elementary-school data, more than 750 black children were assigned to bilingual classes this year, many without parental consent, for the sake of integration.

The analysis, conducted by the *San Francisco Examiner*, also found that English-speaking black students were more than twice as likely as English-speaking whites to be assigned to the bilingual classes and that more than 80 percent of black students assigned to bilingual classes had tested below grade level.

School-district officials have confirmed the newspaper's findings.

The practices have stirred up a firestorm of criticism, led by a coalition of organizations representing African-Americans and language minorities.

District officials responded last week that students had been inappropriately placed in

Continued on Page 13

Short on Funding, Long on Vision, Black Churches Take on Education

By Jonathan Weisman

DETROIT—At the Church of the Messiah, not far from a neighborhood of burned-out and looted buildings on this city's East Side, the Rev. Ron Spann is proclaiming the birth of a movement.

Bolstered by the $125,000 raised by his development director last year, Mr. Spann now oversees a network of summer youth programs, tutoring and mentoring efforts, a youth athletic league, and free-lunch programs designed to reclaim the children of the ghetto, as well as a flourishing housing corporation that is rehabilitating the urban squalor into which those children were born.

"There is a movement that has come of age in this country," Mr. Spann said of the burst of social outreach and educational programs emanating from black and urban churches nationwide. "A lot of seeds sowed years ago are now coming of age."

Across town, at the Metropolitan Church of God, the Rev. Robert O. Dulin Jr. is less sure that those seeds are bearing fruit.

The computer laboratory he established for elementary-school students is now defunct. The vacant lot purchased by the church for a future building and to serve as a buffer against encroaching drug dealers will remain vacant for the forseeable future. There is no money for the community center he wants to build.

Hungry children knock on the church's door every week, but Mr. Dulin admits that the once-a-week free-lunch and parenting program he envisions is still very much a dream.

Rebecca Cook

The Rev. Robert O. Dulin Jr., pastor at the Metropolitan Church of God, on a playground outside the Detroit church.

Continued on Page 14

Goals Panel Begins To Select Measures For Its First Report

By Robert Rothman

WASHINGTON—A panel of governors and Bush Administration officials last week approved a set of measures to gauge progress toward the national goal of improved student achievement, but failed to agree on a way to measure whether students are ready for school.

The National Education Goals Panel also took the first steps toward developing a new national assessment system to monitor student achievement.

The panel announced that it has created a council of educators and public officials to determine if the panel should proceed in establishing national education standards

Continued on Page 24

Also in the news

11 **Stuffing the Ballot Box?** Residents of two small Iowa towns apparently will stop at nothing to capture a prized new elementary school.

IN SUMMARY

Jackson Bonds Pass
Jackson, Miss., voters last week approved the largest school-bond referendum in state history, and the first passed in the city since desegregation 21 years ago.
Page 4.

To Pray or Not To Pray
Pending a Supreme Court decision next year, school officials from California to Massachusetts remain divided on whether to allow prayers at commencement services this year. **Page 5.**

Too Hot for School
School closings across the East Coast prompted by an unusually severe heat wave have reopened old questions about weather-related closing policies.
Page 5.

Educating Foster Children
The welfare and education systems in the United States have paid far too little attention to the education of children placed in foster care, experts on the issue say.
Page 8.

Making Math Mandatory
Six school districts next fall will begin to require students to take algebra and geometry in an effort to raise college-going rates among disadvantaged students.
Page 11.

Monitoring Spec.-Ed. Costs
The economic recession that is hitting state budgets hard is causing states to search for ways to control spending on expensive special-education programs.
Page 16.

Linking Jobs and Test Scores
The Administration is backing changes to federal regulations that would allow employers to tie hiring and promotion decisions to educational attainment and aptitude-test scores. **Page 20.**

Awards	**28**
Capital Update	**22**
Commentary	**36**
Deadlines	**29**
Federal File	**20**
Focus On: Teachers	**6**
Grants	**28**
Health	**12**
Legislative Update	**17**
Letters	**26**
Marketplace	**30**
State Journal	**16**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 38.

ACROSS THE NATION

STATES

Loophole in Kentucky Reform Law Imperils Utility-Tax Increases

A Northern Kentucky circuit-court judge has voided a utility-tax increase imposed by the Campbell County school board, ruling that the state's 1990 education-reform law requires voter approval of such increases.

School officials said the section of the law cited by the judge is a loophole created by the state legislature, which intended to allow districts to raise property and utility tax rates without a referendum. But language in one section of the act makes all utility-tax increases subject to voter recall.

Officials said the ruling could signal budget trouble for several districts around the state that have already built increased utility-tax proceeds into next year's spending plans. Loss of the 3 percent tax will cost Campbell County officials about $400,000.

The state school-board association group has offered to help appeal the decision to a higher court, but observers noted that the decision may be more quickly reversed next year when the legislature convenes.

■ **The New York State Education Department has decided to destroy all copies of a state high-school examination after it accidentally mailed out answers to the test.**

A spokesman for the department said the error resulted in a significant breach in security for the state Regents exam in English, prompting the education department to destroy all copies of a version of the test that it had planned to distribute this month.

The department did not cancel the test, but provided schools with a substitute version that cost the state an additional $10,000, the spokesman said.

The breach in test security is presumed to have occurred as a result of a department employee's inadvertently putting the answer key for the high-school test inside boxes of 5th-grade writing tests mailed to elementary schools.

DISTRICTS

Atlanta High School Investigated For Alleged Athletic Violations

A high-school principal in Atlanta has been replaced and a community school director fired in the wake of a school-board investigation into charges of illegal recruiting, transcript tampering, and the "brokering" of high-school basketball players to colleges.

The district has removed Charles Hawk Jr. from his job as principal of Southside Comprehensive High School and fired Willie Fussell from his position as principal of Southside's night school.

The personnel moves were described by John Elger, the chairman of the board's investigating committee, as only the first of "many substantial personnel and policy recommendations."

Mr. Hawk is still employed by the school system, pending further developments in the investigation, Mr. Elger said. Mr. Fussell is appealing his dismissal.

According to Mr. Elger, officials of the National Collegiate Athletic Association warned the school district last fall that its investigation of a former Southside student-athlete indicated that the school may have violated N.C.A.A. recruitment regulations.

The student, Wayne Buckingham, is now a freshman at Clemson University. Last December, the N.C.A.A. told the school that Mr. Buckingham could not play for one year because he had not met certain academic requirements in high school.

Allegations include that Southside had employed inappropriate recruiting practices, that a student's transcript had been altered, and that players may have been given credit for classes they did not attend.

There were also questions about the finances of a community-based booster club, whose director receives a salary from the school system, Mr. Elger said.

No disciplinary actions are expected against students, Mr. Elger said.

David Berst, the N.C.A.A.'s executive director for enforcement, said he expects the investigation to continue "for some time," and he would not comment until the probe is completed.

■ **A girls' basketball player has sued the Duncanville (Tex.) Independent School District in federal court, charging that its tradition of religious practices at sporting events violates the First Amendment.**

The girl, named only as "Jane Doe" in the suit, is a member of the Duncanville High Pantherettes, according to her lawyer, Joseph Cook, executive director of the Dallas chapter of the American Civil Liberties Union.

The student has refused to kneel at center court with her teammates after games and to recite the Lord's Prayer, a tradition of the Pantherettes for more than 20 years. While the other players pray, the girl stands aside facing the spectators of the opposing team, Mr. Cook said.

In March, the A.C.L.U. warned the district that it must stop the prayers or face a lawsuit. When it did not respond, Mr. Cook said, the suit was filed.

According to the suit, prayers are also said during trips to and from games and during pep rallies and award ceremonies. Religious songs are also sung by school personnel, the suit charges.

■ **A Los Angeles elementary-school principal last week defeated a former teacher backed by United Teachers of Los Angeles for the seat on the Los Angeles school board being vacated by Rita Walters.**

Semiofficial results in the runoff election showed that Barbara Boudreaux defeated Sterling Delone, who had most recently worked as a field representative for Jackie Goldberg, the board's outgoing president, by a narrow margin.

Ms. Boudreaux's candidacy was backed by Associated Administrators of Los Angeles, a far less powerful political force than U.T.L.A.

Ms. Walters, meanwhile, also appeared to have won a seat on the Los Angeles City Council. But Julie Korenstein, another school-board member who ran for a council seat, was defeated.

■ **A school advisory committee in Santa Monica, Calif., inadvertently violated the state's open-meetings law when it used a private channel on a city-operated computer network to discuss school-board**

Heavy Into Music

From the Jasonville, Ind., high school that last year brought you the world's largest yo-yo, this year comes the world's biggest guitar.

More than 50 woodworking, metalworking, and drafting students from Shakamak High School worked together under the direction of their industrial-arts teacher, Jeff McNabb, to replicate the the Gibson Flying "V," a classic electric guitar. And they weren't afraid to think big.

How big?

So big that it has to be moved in three pieces and takes at least 20 students to haul the biggest piece. Or 38 feet, 2 inches long and 1,865 pounds, to be exact.

But to break the world record, the instrument had to play like a real guitar. So two weeks ago, at what was billed as "The World's Largest Guitar Show," 12 students—2 per string—entertained a packed house with hot renditions of "Smoke on the Water" and the theme from "Peter Gunn."

There was an amplifier apiece for each of the six strings, explains Kade Puckett, the 18-year-old guitarist, draftsman, and woodworker who guided the design of the guitar along with his brother Brandon. The strings also sustain indefinitely, leading to a sound akin to "a real loud bass guitar," Mr. Puckett says with pride.

Loel Barr

How loud?

"I saw a lot of old people holding their ears," Mr. Puckett recalls.

Mr. Puckett, who next fall will study classical and jazz composition in college, says that building the guitar was ultimately a lesson in problem-solving.

Although the guitar has received more attention, Mr. McNabb says he is even prouder of last year's yo-yo, because it enabled 16 students, most of whom were learning-disabled, to accomplish something big.

"We took kids who don't survive academically and gave them something to get excited about," he says. "Those kids worked through their lunch hour and after school. In my educational experience, I've never seen anything like it."

The yo-yo, 6 feet in diameter, can be seen at the Indianapolis Children's Museum, and the class is still working on finding a fitting home for the guitar. —W.M.

All States' Math Performance Low, Assessment Finds

Continued from Page 1

are large differences in performance among states. The gap between the highest-performing states and the lowest-performing ones—35 points on a 500-point scale—is larger than the gap between the national average scores for 8th graders and 12th graders, the report notes.

In examining possible explanations for performance, the study found that students who watch a great deal of television, who are absent often from school, and who come from single-parent families tend to do relatively poorly on the assessment.

It also found that, despite calls for reforming math instruction, most classrooms, particularly those with low-performing students, tend to rely on textbooks, worksheets, and frequent tests.

In addition, it states, there are wide differences in the content of math instruction, particularly in the 8th grade. At that level, high-performing students tend to receive instruction in algebra and functions, it found, while low-performers tend to be taught arithmetic operations.

Secretary of Education Lamar Alexander called the report the most comprehensive assessment ever conducted, and said it should sound an "alarm bell that should ring all night throughout this country."

"America is the country that grew up reading *The Little Engine That Could,*" he said at a press conference here. "We believe we can do almost anything, and usually we can."

"But if our aim is to be first in the world in math by the year 2000," he continued, "we had better fire up our engines, because we have an enormous challenge ahead of us."

'A Better Way'

The massive volume of data issued last week—a 532-page overview report and separate reports for each of the 40 participating state-level jurisdictions—represents the most significant source of information on education the federal government has released since it published the so-called "Coleman report" in the 1960's, according to Emerson J. Elliott, acting commissioner of the National Center for Education Statistics.

"This is the first time in the history of the nation," he said, "that we have data on a common assessment conducted in a uniform manner, with representative samples of students state by state."

A Congressionally mandated project, NAEP has for more than 20 years tested national samples of students in reading, math, science, and other subjects. It is currently operated by the Educational Testing Service under contract to the Education Department.

The pilot state-level assessment came about, in part, because chief state school officers agreed in 1984, after long resistance, to permit state-by-state comparisons of student achievement, according to Richard A. Boyd, former state superintendent of education in Mississippi.

"That decision in November of 1984 was revolutionary," recalled Mr. Boyd, currently the chairman of NAEP's governing board, "because the prevailing sentiment at the time was not to display in public the strengths or weaknesses of schools in the various states."

The officials changed their minds, however, because "a majority of chiefs felt that their states were already being ranked by various people, usually in unfair ways, and that a better way had to be found," Mr. Boyd said. "I think a better way has been found."

Mr. Boyd noted, though, that Mississippi was among the 13 states that did not participate in the trial assessment. He said that the state had already planned to conduct an 8th-grade test in 1990, but that it could not use the NAEP assessment in its place because the law authorizing the assessment prohibits the use of NAEP data at the school or school-district level.

In addition to permitting the 1990 trial, the Congress also authorized a state-level assessment in 1992, in 4th- and 8th-grade math and in 4th-grade reading. Some 43 states, the District of Columbia, and one territory have agreed to participate in that project, according to Mr. Elliott.

Far From Reform Vision

To conduct the 1990 assessment, NAEP officials administered tests to 26,000 students in 1,300 public and private schools nationally and about 2,500 students in 100 public schools in each of the 40 participating states and territories.

> *"If our aim is to be first in the world in math by the year 2000, we had better fire up our engines, because we have an enormous challenge ahead of us."*
>
> **—Secretary of Education Lamar Alexander**

The test was based, in part, on the math-reform proposals advocated by the National Council of Teachers of Mathematics, and it represents a substantial departure from past NAEP math tests.

As a result, Mr. Elliott said, the reports issued last week did not show any trends in performance over time. But he said the Education Department this fall would release a study, based on a smaller sample, that compares student performance with that in prior NAEP studies.

The results of the assessment, according to the report, show "quite clearly and in some detail that mathematics education in our nation and in our states is far from the vision described in the recommendations for reform of what mathematics education could be."

Specifically, it notes, 72 percent of the 4th graders tested could solve simple addition and subtraction problems with whole numbers, concepts typically taught in the 3rd grade.

Although nearly all older students demonstrated competence on such problems, the report notes, fewer could perform more complex problems. For example, it states, two-thirds of the 8th graders could consistently multiply and divide whole numbers—usually 5th-grade math—and less than half the 12th-grade students demonstrated a "consistent grasp of decimals, percents, fractions, and simple algebra."

Moreover, it notes, only 5 percent of the high-school seniors showed an understanding of more advanced algebra and geometry that would prepare them for college-level work.

"We see diminishing returns in our educational efforts," said Gary W. Phillips, acting associate commissioner of the N.C.E.S.

Gender Gap in States

But while the overall results are relatively low, the report notes, there are considerable variations among groups of students and among states.

As in previous studies, Asians and Pacific Islanders and white students, those attending schools in advantaged urban areas, and those with well-educated parents were in the higher-performing groups, the study notes. Nevertheless, it states, even in the high-performing groups, only 10 percent to 12 percent of the high-school seniors demonstrated a readiness for advanced work.

The report also notes that the highest-performing states—North Dakota, Montana, Iowa, Nebraska, Minnesota, and Wisconsin—considerably outperformed the lowest-performers—Alabama, Hawaii, North Carolina, Louisiana, Guam, and the District of Columbia.

However, it points out, the differences from state to state were small, in many cases smaller than the margin of error. As a result, NAEP officials cautioned against ranking the states according to overall performance.

The high-performing states tended to have fewer students in large-city schools, fewer receiving free lunches, smaller percentages of blacks and Hispanics, and larger percentages of two-parent families, the study found.

While most of the 8th graders in all states demonstrated the ability to perform simple arithmetic operations, there were wide gaps in the proportions who could solve more complex problems. From 0 percent to 24 percent of 8th graders, for example, could solve problems involving fractions and decimals, material introduced in the 7th grade, the study found.

The study also found essentially no gender gap in math performance in the 4th and 8th grades, but it found a slight advantage for males in the 12th grade, particularly in higher levels of performance.

At the state level, however, males outperformed females in all content areas except algebra and functions in eight states. In one state—Hawaii—girls had higher average scores than boys, however.

Three 8th-Grade Courses

In analyzing the separate content areas tested, the study found that the school curriculum emphasizes arithmetic facts and procedures, and the results reflect that emphasis.

Among 4th graders, it found, students' proficiency was highest in measurement, while 8th graders tended to perform best on numbers and operations.

But, it notes, in each content area, 12th graders' performance was more similar to that of 8th graders than 8th graders' was of 4th graders. Such results suggest that, "as presently configured, the mathematics curriculum facilitates more learning in the lower grades," the report states.

In surveying teachers and students, the study also notes that there were significant differences in curricular content at the 8th-grade level.

Some 58 percent of the 8th graders were enrolled in 8th-grade mathematics, which tended to focus on numbers and operations, 22 percent were in pre-algebra, and 16 percent were taking algebra. Those in the more advanced classes tended to have higher levels of proficiency on the assessment, the report notes.

However, the study also found considerable variability among states. For example, the District of Columbia, which had the highest proportion of 8th graders enrolled in algebra—32 percent—had among the lowest overall performance among the states, while North Dakota, one of the highest-performing states, had one of the lowest proportions—8 percent—of students in algebra.

The overall findings suggest that schools may be denying lower-ability students the opportunity to learn more challenging material, said John A. Dossey, a professor of mathematics at Illinois State University and a former president of the N.C.T.M.

"You might think low-ability students need more work on numbers," he said. "But the math curriculum in the middle grades should provide a bridge between arithmetic thinking and algebraic thinking."

Schools provide "an opportunity to cross that bridge differentially," he said.

Traditional Teaching

Mr. Dossey also noted that, while only a fourth of 4th graders are assigned to classes on the basis of their ability, two-thirds of the 8th graders are in such classes, and those who are achieved at a "significantly higher level."

Differences in instructional practices also favor high-achieving students, noted Ina V.S. Mullis, deputy director of NAEP.

High-ability students were more likely than low-ability students to use calculators, she noted, while poorer performers tended more than higher achievers to use worksheets.

Nevertheless, she pointed out, the use of innovative strategies—such as group work, reports and projects, and calculators and computers—are relatively rare. Three-fifths of the 4th graders, three-fourths of the 8th graders, and four-fifths of the 12th graders, for example, said they used a textbook daily in math class, the study notes.

"Many teachers are still using the same instructional procedures their teachers did, and their teachers before them," Ms. Mullis said.

However, the report found that math teachers are generally well qualified. On average, teachers had some 14 years' experience teaching math, it found, and two-thirds had the highest level of certification. Two-fifths of the 8th graders, moreover, were taught by teachers who had majored in math in college, and those students outperformed those taught by teachers who majored in education or another subject.

The study also found that:

- In all states, no more than a third of students were in classrooms where teachers reported receiving all the necessary resources. Those who were in such classrooms outperformed those in less-well-stocked schools, it found.
- Students in most states generally liked math, and those who reported more interest in the subject tended to perform better.

However, the study notes that the District of Columbia, one of the lowest performers, had the highest proportion—32 percent—of students who strongly agreed that they liked the subject, as well as the most students who said they were good at it.

To order a copy of the overview report, "The State of Mathematics Achievement," write: Education Information Branch, Office of Educational Research and Improvement, U.S. Education Department, 555 New Jersey Ave., N.W., Washington, D.C. 20208-5641; telephone, (800) 424-1616.

Copies of state reports are available from the state departments of education in participating states.

8th Grade Math Proficiency, By State

State	Average Proficiency
Alabama	252 (1.2)
Arizona	259 (1.2)
Arkansas	256 (0.9)
California	256 (1.3)
Colorado	267 (1.0)
Connecticut	270 (1.1)
Delaware	261 (0.7)
District of Columbia	231 (0.7)
Florida	255 (1.2)
Georgia	258 (1.3)
Hawaii	251 (0.6)
Idaho	272 (0.7)
Illinois	260 (1.7)
Indiana	267 (1.1)
Iowa	278 (1.0)
Kentucky	256 (1.1)
Louisiana	246 (1.2)
Maryland	260 (1.4)
Michigan	264 (1.1)
Minnesota	276 (0.9)
Montana	280 (0.8)
Nebraska	276 (0.9)
New Hampshire	273 (0.9)
New Jersey	269 (1.0)
New Mexico	256 (0.8)
New York	261 (1.3)
North Carolina	250 (1.0)
North Dakota	281 (1.2)
Ohio	264 (1.0)
Oklahoma	263 (1.2)
Oregon	271 (1.0)
Pennsylvania	266 (1.6)
Rhode Island	260 (0.5)
Texas	258 (1.3)
Virginia	264 (1.5)
West Virginia	256 (0.9)
Wisconsin	274 (1.3)
Wyoming	272 (0.6)
Territories	
Guam	231 (0.6)
Virgin Islands	218 (0.5)
U.S. Average	**261 (1.4)**

Margin of error in parentheses

Source: National Assessment of Educational Progress.

LOOKING FOR GOOD PEOPLE?

Now There's a National Network To Help You Find Them. EDUCATION WEEK's primary audience of over 50,000 and our other 135,000 or so "pass-along" readers provide a unique information network. Your classified advertisement in THE MARKETPLACE can help you reach the nation's superintendents, administrators, principals, teachers, and education-school faculty members throughout the 50 states, as well as federal, state, and foundation officials concerned with education.

No other publication can deliver your message from coast to coast in one week from the moment you decide to send it. So if you are looking for good people, try the EDUCATION WEEK network. Send us your typewritten ad copy today:

The Marketplace, EDUCATION WEEK, 4301 Connecticut Ave., N.W., Suite 432,
Washington, D.C. 20008 • (202) 686-0800.

R 4800-2

This Week's Forum: Page 47

EDUCATION WEEK

American Education's Newspaper of Record
Volume XI, Number 1 · September 4, 1991
© 1991 Editorial Projects in Education / $2.50

Ind. Firm's Offer To Fund Tuitions Stirs Schools' Ire

Hundreds Seek Slots in Private Choice Program

By Jonathan Weisman

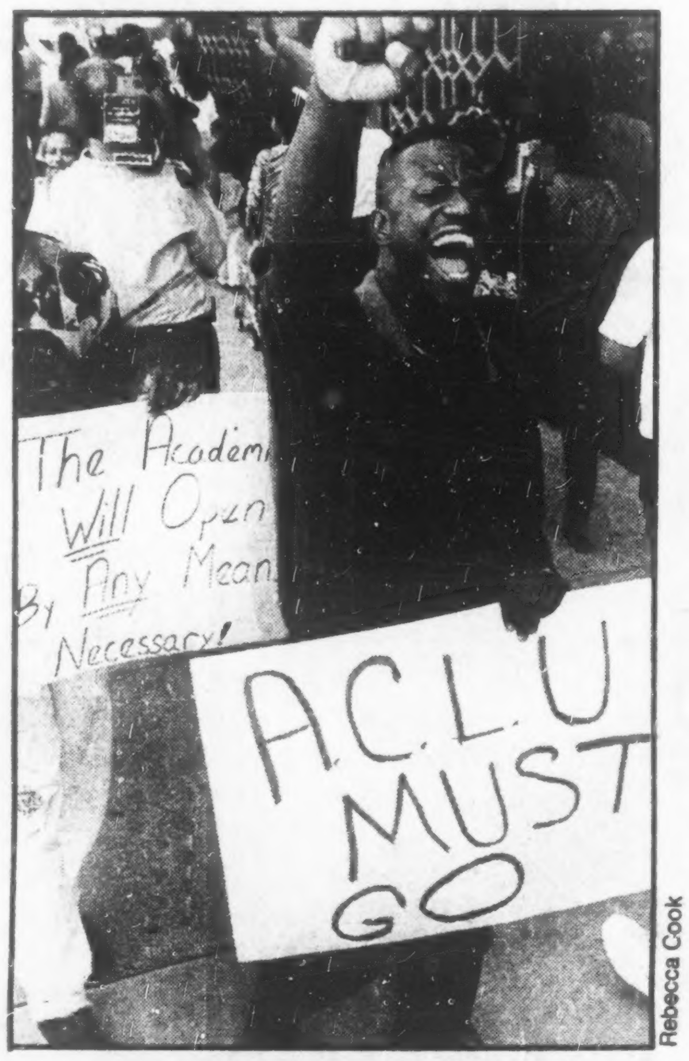
In pledging to provide $1.2 million to poor parents who wish to send their children to private schools, an Indianapolis insurance company has sparked a citywide debate over parental choice and business's role in education.

The Golden Rule Insurance Company announced last month that it had established the CHOICE Charitable Trust to cover up to half the tuition tab—up to $800 per student— for 500 underprivileged 1st through 8th graders at the private or parochial school of their parents' choice.

Golden Rule's contribution was to be used this year to help send 250 public-school students who qualify for free or reduced-price lunches to private schools and to lighten the tuition burden of another 250 already enrolled in private education.

Because of the overwhelming response, however, Golden Rule has already expanded the program to cover 686 students, half

Continued on Page 28



Rebecca Cook

Angry demonstrators protest the A.C.L.U.'s role in trying to force Detroit's new all-male academies to admit girls.

Under Court Order, Girls Admitted To Schools for Black Boys in Detroit

By Mark Walsh

DETROIT—Faced with a federal court order, the Detroit Board of Education last week agreed to admit girls to three new schools that had been designed to meet the special needs of the city's African-American boys.

School-board members vowed, however, to continue a legal battle to win the chance to experiment with using all-male schools they say would help rescue a generation of boys from the risks of impoverished, inner-city neighborhoods.

"There is a demonstrated commitment from the community for us to go as far as we need to go to make sure male academies are an option," said Lawrence C. Patrick Jr., president of the school board, during an emotional meeting Aug. 27 at which an overflow audience of parents and community leaders urged the board to press its case to establish the all-male schools.

The three schools—Malcolm X, Marcus Garvey, and Paul Robeson academies—opened a day late on Aug. 28, with the 559 male students and one female student who originally were accepted, as well as two girls who had been on a waiting list. Other girls will have at least a week to apply for 136 new slots.

The school board's decision to continue fighting a suit that challenged the all-male schools, filed on behalf of a Detroit mother with three daughters, promises to intensify the national debate over the idea of tailoring special classrooms or schools to address the needs of black and other minority males.

"We in the African-American community are quite distressed and quite desperate to turn around a generation of African-American children," said Spencer H. Holland, director of the Center for Educating African-American Males at Morgan State University in Baltimore.

Mr. Holland is an originator of the concept of separate classes for minority boys taught by a man who can serve as a role

Continued on Page 24

Motor City 'Miracle': 3 Interfaith Schools Open Doors

By Mark Walsh

DETROIT—This city's Roman Catholic spiritual leader last week called it a "miracle" that not one but three interfaith private schools were opening here less than a year after he had first suggested the idea.

Last October, Archbishop Adam J. Maida challenged Detroit's religious, education, and business leadership to collaborate on an unprecedented joint venture: an interdenominational school to serve inner-city children.

"Such a school would not be a threat to the public school system," the newly installed prelate said then in a speech to the local Economic Club, "but an alternative model, not only for education, but a model that could be applied to other endeavors in making all things new again."

The three campuses of the Cornerstone Schools, as they are called, welcomed their first pupils on Aug. 26. Two of the schools opened in previously closed Catholic-school buildings; the third was converted from an existing Christian academy. Initial enrollment totals 170.

The schools are believed to be the first such interdenominational system to open with the backing of both Catholic and Protestant religious leaders.

Organizers say they envision the schools as "centers of hope" for underprivileged families here. The three institutions combine several of the characteristics of traditional Catholic schools—rigorous academics, discipline, and a strong moral base—with an ecumenical approach to Christian education, a lengthened school year, and educational opportunities for parents.

By bringing together a diverse array of religious faiths and business and civic interests, the founders say, the Cornerstone Schools can help fuel the process of renewal for this chronically distressed city.

"The front pages of our national newspapers portray the city as being in big trouble," Archbishop Maida said in an interview last week. "But I think there is an awful lot of hope."

"These schools are a positive response to the problems we have," he said.

Though they have not generated the same controversy, the mission of the Cornerstone Schools has much in common with the goals voiced by the Detroit Board of Education in its effort to launch three African-centered public academies for young black males. *(See story above.)*

Continued on Page 24

New-Schools Group Rethinks Its Strategy To Cast a Wider Net

By Jonathan Weisman

ARLINGTON, VA.—Responding to concerns from educators and philanthropists, the New American Schools Development Corporation has decided to cast a wider net to snare more ideas on how to revamp the nation's schools, but to commit far fewer initial dollars to the research effort.

Rather than offering three to seven research grants of up to $30 million each, the group now plans to award 20 to 30 contracts that would be much smaller than originally planned.

The new-schools corporation, a private, nonprofit organization proposed by the Bush Administration as part of its America 2000 education package, was launched this summer to raise $200 million from the private sector to spur the radical transformation of the country's schools.

Continued on Page 42

Also in the news

11 **Asbestos Alert**
More than one-third of schools complying with federal law did substandard inspections, a new report says.

Events in the U.S.S.R. Outpace School Curricula and Textbooks

By Debra Viadero

The dramatic changes unfolding in the Soviet Union have riveted the world's attention on a region that, in the view of many educators, has gotten uneven coverage in U.S. classrooms in recent decades.

While the number of precollegiate students enrolled in Russian-language classes has increased significantly since the dawn of perestroika in the mid-1980's, the extent to which children are learning about the history and culture of the Soviet Union is much more difficult to gauge.

Educators interviewed last week said that textbooks dealing with the Soviet Union are often relics of the Cold War, with information hopelessly out of date and language reflecting the anti-Communist sentiments of that era.

Instead, they said, teachers who try to incorporate current events into their lesson plans—such as last month's failed coup against President Mikhail S. Gorbachev or the spiraling calls for indepen-

Continued on Page 26

СКА
НЕПОБНА

Reuters/Bettmann

Crowds gather in Moscow late last month to celebrate the failed coup against Soviet President Mikhail S. Gorbachev.

IN SUMMARY

A New Low
The College Board reports that average verbal scores on the Scholastic Aptitude Test have reached an all-time low, and average math scores have declined for the first time since 1980. **Page 5.**

Banding Together
The leaders of more than 33 national subject-matter groups last week agreed to form a permanent organization to put curricular issues at the forefront of education reform. **Page 14.**

Transforming Teacher Training
Eight universities from across the nation have committed themselves to radically reforming their teacher-education programs in accord with the ideals of John I. Goodlad. **Page 18.**

Scouting Controversy
A new Boy Scout self-esteem curriculum for use in schools is drawing fire from groups angry that its instructors must not be homosexuals or atheists. **Page 22.**

Financial Probe
The Tennessee state comptroller is reviewing several financial transactions completed during Secretary of Education Lamar Alexander's tenure as president of the University of Tennessee. **Page 37.**

Books	47
Capital Update	43
Commentary	44 and 56
Early Years	20
Federal File	36
Focus On: Research	6
Legislative Update	34
Letters	45
Marketplace	48
Media	23
Philanthropy	22
State Journal	29

Events and Index Supplement

A special pullout section listing education conferences for 1991-92 and containing the index to *Education Week*'s Volume X. **Begins opposite page 28.**

FORUM

The National Association of Professional Educators **Statement on page 47.**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 1.

ACROSS THE NATION

NATIONAL

K-12 Enrollment, Budget Continue To Grow, Annual Forecast Says

Total education spending in the United States during the 1991-92 school year will hit a record $414 billion, a 5.5 percent increase over last year, the U.S. Education Department predicts in its annual back-to-school forecast.

For their part, elementary and secondary schools—public and private—are expected to spend about $249 billion this year, up 5 percent from the $237 billion they spent in 1990-91.

Per-pupil spending in public elementary and secondary schools (including current expenditures, capital outlays, and interest payments on school debt) is expected to reach a high of $5,961 this school year, up $213 from $5,748 last year. In constant 1990-91 dollars, however, the figure is $5,702, a decrease from last year's figure, and the first decrease in recent memory.

Elementary and secondary school enrollment is expected to total 46.8 million, up from 46.2 million last year. Most of the increase will come in elementary enrollment, which should climb 500,000 to 34.3 million. Secondary enrollment is expected to increase only slightly, from 12.4 million to 12.5 million.

The department also reports that more parents are sending their children to preschool. Enrollment of 3- and 4-year-olds grew 44 percent—from 2.3 million to 3.3 million—between 1980-81 and 1990-91.

College enrollment continues to increase, fueled largely by a jump in the number of students over age 24. Students in that age group increased from 4.5 million in 1980 to 6.0 million in 1990, the report says.

The report also predicts that:

Most precollege enrollment growth is expected in the West, with only slight increases elsewhere.

- The average public-school teacher will earn $34,814 this year, approximately 5 percent more than last year. Adjusted for inflation, the figure is $33,301.
- One in four Americans will be involved in education as a student, teacher, administrator, or support-staff member.
- Some 2.4 million students will graduate from high school, down from 2.5 million last year.

■ **The 1990-91 school year saw 229 incidents in which groups tried to remove or restrict learning materials in the public schools,** a 20 percent increase over the previous year, according to a report released by a national advocacy group last week.

The report, "Attacks on the Freedom to Learn," was the ninth annual summation compiled by People For the American Way, and officials of the liberal watchdog organization said it found more censorship attempts last year than in any previous year.

Incidents were documented in 45 states, with the Western region slightly leading the Midwest and Southern United States in censorship attempts.

Most often targeted was the whole-language reading series "Impressions," but other materials attracting the censors' attentions included *Little Red Riding Hood*, *The Adventures of Huckleberry Finn*, *The Grapes of Wrath*, and even *Webster's Ninth Collegiate Dictionary* for defining allegedly profane words.

According to the report, fully one-third of the requests for removal of materials were successful to some point. ■

STATES

S.R.E.B. Studies Examine State 'Report Cards,' Dropouts

Statewide "report cards" gauging public-school performance are growing in popularity across the South but are taking various forms, according to a report by the Southern Regional Education Board that examines the characteristics of such systems in 15 states.

While such reports typically offer a general background profile of each school district and its students and teachers, the study found, their approach to measuring student performance often differs. Maryland, for example, limits its measures to state testing-program results and dropout rates. Oklahoma, meanwhile, measures students based on nationally normed test results and dropout figures. Other states combine state tests and college-placement scores. Dropout rates were reported in all of the Southern states surveyed except Alabama, Georgia, Tennessee, and Texas.

In another new report, "Reaching the Goal to Reduce the Dropout Rate," the S.R.E.B. urges states to require districts to set goals for reducing the number of dropouts while raising academic competencies for teenage, at-risk students. The report argues that increased tracking of local dropout rates will focus efforts on bringing the figure down.

The group says examination of state reporting measures is increasingly important.

"As states shift more decisionmaking responsibilities to local school districts, these reports will become even more critical in measuring progress toward education goals," the group notes.

■ **The New York State Board of Regents has rejected a proposal to give some parents vouchers to send their children to private schools.**

In killing the proposal by a vote of 8 to 6, the regents this summer argued that establishing the voucher program would be tantamount to giving up on some public schools.

The proposal had called for the state to give vouchers of up to $3,300 to as many as 5,000 children. To qualify, the children would have to have been attending one of the state's 59 lowest-ranked schools, most of which are in New York City.

The voucher plan had been backed by an association of Roman Catholic schools and opposed by Gov. Mario M. Cuomo and the state teachers' unions. ■

DISTRICTS

Washington State Constitution Bars Student Prayer Groups, Court Rules

A federal judge has ruled that the Washington State constitution prohibits student religious groups from meeting at public schools in the state, even though a federal law upheld last year by the U.S. Supreme Court requires most public schools to treat student prayer groups the same as other clubs.

Ruling in a case filed against the Renton, Wash., school district, U.S. District Judge Walter T. McGovern said that the state constitution's ban on any sectarian influence in the public schools superseded the federal Equal Access Act, the 1984 law that requires federally funded public schools to allow student religious clubs when they also have other student groups not directly related to the school curriculum.

The law was upheld last year by the Supreme Court in its decision in *Board of Education of the Westside Community Schools* v. *Mergens*. The Renton case had previously reached the High Court, but was returned to the lower federal courts for consideration in light of the *Mergens* decision.

Judge McGovern said the supremacy clause of the U.S. Constitution does not bar the Washington State constitution from limiting the application of the Equal Access Act.

"The Supreme Court has consistently held that state courts may interpret state constitutions to be more protective of individual rights than the federal Constitution," the judge wrote in his opinion. The Equal Access Act is "devoid of any manifestation of intent to require schools to violate statutory or constitutional provisions."

A spokesman for the Christian Legal Society, which is backing the group of former students that challenged the district, said the judge's decision may be appealed.

■ **School officials in Derry, N.H., violated the rights of a disabled boy by insisting that, as part of his special-education program, he take drugs to control his disruptive behavior,** a federal judge has ruled.

U.S. District Judge Martin Loughlin ruled on Aug. 1 that Casey Jesson, who has attention-deficit disorder with hyperactivity, is entitled to 7½ months of compensatory education after he finishes high school

Colorful and Cool

What's pink and purple and cool all over? Hypercolor, of course—the latest trend in youth fashion.

Created by the Generra Sportswear Company using a Japanese-invented chemical process, Hypercolor shirts, tank tops, and shorts possess the chameleon-like ability to change color when exposed to heat. Sort of a "mood ring" for your body.

Introduced to stores in March, the sportswear comes in light purple, gray, and orange and is transformed into hot pink, blue, or green when touched, breathed upon, or perspired upon.

And therein lies its appeal to youthful fad-followers, who seem to be quickly snatching up the items.

Asked why she bought her mercurial T, Alexis, 10, of Washington, D.C., succinctly replied, "I like it," and demonstrated her lavender shirt's appeal by blowing on a sleeve and turning it bright pink.

Debbie Polchinoff, a sales assistant in the junior's section of a Virginia department store, commented on the product's hands-on appeal for children and adults alike.

"Kids love playing with them," Ms. Polchinoff says. "They've definitely been buying them for back-to-school wear."

And even though the T-shirts retail for $28, she recounts, "mothers still call in to see if they're in stock."

The coming weeks will tell if the Hypercolor shirts can rival the infamy of last year's Bart Simpson T-shirt, which quickly became the bane of school principals nationwide.

—S.K.G.

S.A.T. Verbal Results Hit All-Time Low; Math Scores Down for 1st Time Since '80

By Robert Rothman

WASHINGTON—Average verbal scores on the Scholastic Aptitude Test dropped this year to an all-time low, and average mathematics scores declined for the first time since 1980, the College Board reported last week.

Announcing the results of the college-admissions test for the high-school class of 1991, board officials also noted that the gap between high-performing and low-performing students appears to be widening.

Although the average scores dropped by two points each—to 422, out of a possible 800, on the verbal section, and to 474 out of 800 on the math section—the scores of those who also took the board's Achievement Tests remained 100 points higher on each part than those of all S.A.T. takers. The Achievement Tests are required for admission at many selective colleges and universities.

Such a gap suggests that there is a "disturbing pattern of educational disparity," Donald M. Stewart, the board's president, said at a press briefing here.

"If the dichotomy continues," he said, "we could end up with a small class of educational elite and an underclass of far less prepared students."

Mr. Stewart noted that the S.A.T. results also included some encouraging signs.

The percentage of test takers who were members of minority groups—28 percent—reached a record level, he noted, although the test scores for minorities showed mixed results.

In addition, officials pointed out, the number of students who said they took academic courses in high school continued to rise. Students in 1991 reported studying a mean of 18.7 course-years in such subjects, up from 18.2 in 1987.

Moreover, said Bill Honig, superintendent of public instruction in California, the overall averages mask genuine improvement in student performance on the test. A closer analysis of the results, he noted, showed that the proportion of the senior class who performed at high levels on the exam has risen steadily since 1983.

Such increases have occurred, he pointed out, even while the number of students taking the S.A.T. has risen.

"If that's our goal, if that's performance, then schools are delivering," Mr. Honig said. "The scores are going up."

"Do I believe kids are scoring at the level they need to score? No," he continued. "It's progress, but not strong enough."

Reversing a Decline

Developed and administered by the Educational Testing Service, the S.A.T. is primarily taken by students in the Northeast and the West Coast, and is used for admissions decisions by many of the most selective colleges and universities.

> *"Wouldn't we have thought that, given all the emphasis on math, there would have been a blip up rather than a blip down?"*
>
> —Donald M. Stewart

Results of the other major college-admissions test, the American College Testing program, which is taken mostly by students in the Midwest and the South, are expected to be released this month.

The S.A.T. report found that last year's drop in the number of test takers appears to have reversed.

In 1990, the number of students who took the S.A.T. declined by 6 percent over the previous year, prompting concerns that colleges may begin to see the effects of the decline in the college-age population.

But in 1991, the number of students who took the test—1,032,685—represented a slight increase over 1990. An estimated 42 percent of the class of 1991 took the test, the report notes.

In addition, the report notes that about 200,000 students took one or more Achievement Tests in 1991, a 1 percent increase over the 1990 total. As with the S.A.T., the number of students who took such subject-matter tests had declined last year.

'Free Fall'

In examining the results of the test, Mr. Stewart noted with alarm the decline in the verbal scores, the fifth straight year such performance has dropped.

"A free fall is taking place," he said. "That's disturbing."

Mr. Stewart also pointed out that average scores on the Test of Standard Written English, a 30-minute multiple-choice test administered along with the S.A.T., reached their all-time lowest level in 1991. The average score on the T.S.W.E. dropped from 42.5 to 42.1 on a 20-to-60 scale, a decline over the previous low recorded in 1981.

The two results reflect the fact that students do not read much, Mr. Stewart suggested.

"We have a national problem of too much TV, too many videos, and a decreasing amount of time spent reading," he said.

But the board president was at a loss to explain the drop in math scores, which have held steady for the past four years.

Lawrence W. Hecht, a senior research scientist for the College Board, cautioned that the one-year drop in math scores could be an aberration.

"A two-point decline over many years of stability could be a statistical blip," he said. "It doesn't necessarily signal a downward trend."

But Mr. Stewart said that the decline comes as a surprise after years of efforts to improve math instruction in schools.

"Wouldn't we have thought that, given all the emphasis on math, there would have been a blip up rather than a blip down?" he asked. "I was taken aback."

Minority Participation

In addition to school factors, board officials noted that the changing composition of the test-taking population could also affect the average scores. A panel that investigated the steep drop in S.A.T. scores during the 1960's and 1970's found that about half the decline was related to the changing population.

Average Scholastic Aptitude Test Scores, 1976-1991

Year	Verbal			Math		
	Men	Women	Total	Men	Women	Total
1976	433	430	431	497	446	472
1977	431	427	429	497	445	470
1978	433	425	429	494	444	468
1979	431	423	427	493	443	467
1980	428	420	424	491	443	466
1981	430	418	424	492	443	466
1982	431	421	426	493	443	467
1983	430	420	425	493	445	468
1984	433	420	426	495	449	471
1985	437	425	431	499	452	475
1986	437	426	431	501	451	475
1987	435	425	430	500	453	476
1988	435	422	428	498	455	476
1989	434	421	427	500	454	476
1990	429	419	424	499	455	476
1991	426	418	422	497	453	474

Source: The College Board

Ethnic minorities constituted 28 percent of all students taking the test in 1991, up from 27 percent in 1990 and 13 percent in 1973, the board reported. Although white students' average scores have been declining since 1976, the report notes, whites continue to outperform all ethnic groups on the verbal section, and all except Asian-Americans in math.

The report also states that the substantial gap between whites' and blacks' scores continued to narrow in 1991. Since 1976, one-fourth, or 64 points, of the 258-point difference between whites' and blacks' composite scores has been eliminated, it notes. Moreover, it says, the number of black students taking the test reached an all-time high of 100,209 in 1991.

The report also notes that a record 8 percent of students in 1991 said English was not their first language, and that another 8 percent said they were bilingual.

Such increases could help explain the decline in verbal scores, said Robert G. Cameron, a senior research associate at the College Board. Students who studied English as a second language had an average verbal score 77 points below the national average, he pointed out.

Course-Taking 'Paradox'

Mr. Cameron also noted a "paradox" in the fact that average scores declined at a time when students were taking more academic courses. In general, students who take 20 or more academic courses in high school tend to score 50 points above the national average on each section of the S.A.T., while those who take 19 or fewer courses score below the national average.

Despite the increase in academic course-taking, however, Frederick H. Dietrich, vice president of the board for guidance, access, and assessment services, noted that the number of students who said they took four or more years of English in high school declined from 88 percent in 1987 to 85 percent last year.

The report also found that, as in past years, the average S.A.T. scores of students who said they planned to major in education in college lagged far behind the national average.

But the performance of such prospective teachers declined less sharply than that of others. Such students' average verbal score remained stable, at 406, and their math scores declined by one point, to 441.

Moreover, the proportion of students who said they planned to major in education rose to 8 percent, up from 7 percent in 1990.

Copies of the College Board's report, "College-Bound Seniors: 1991 Profile of S.A.T. and Achievement Test Takers," are available free of charge from the College Board, Box AF, 45 Columbus Ave., New York, N.Y. 10023-6992.

N.A.A.C.P. Board Stands Behind School Desegregation

By Peter Schmidt

The leadership of the National Association for the Advancement of Colored People has decided to continue the organization's support for school desegregation, despite mounting doubts about the strategy's effectiveness in improving the education of black children.

The policy position by the association's board of directors is expected to be announced in a report this fall.

School desegregation has "too many positive outcomes in the form of a more open and accepting society for the strategy to be abandoned," according to a draft of the report.

The N.A.A.C.P.'s decision comes at a time when many African-American leaders around the country say they have lost faith in school desegregation and are calling for alternatives such as parental-choice programs or all-black schools.

Acknowledging that the educational gains of school desegregation appear elusive, the education committee of the N.A.A.C.P. convened a summit in Little Rock, Ark., last spring to discuss whether desegregation was still feasible.

According to a synopsis of the conference, speakers described the goal of a quality, integrated education for urban black children as appearing "more remote than ever" as a result of white flight, suburbanization, and the exodus of the black middle class from many cities.

But the N.A.A.C.P.'s response should be to adopt new strategies for advancing desegregation, "based on the theory that America should not be let off the hook," the draft report argues.

"Our struggles and successes over the past centuries, and particularly those of the last half century, should not be sacrificed because of the setbacks we have experienced over the past years," the document contends.

The report calls on the association to "seek those measures of relief that are good for all children" and to overcome the problems of resegregation and inequity.

> Goals said elusive, but benefits for society cited.

Unitary Status

New policy guidelines adopted in the draft report call on the association to stand by desegregation suits until districts achieve "unitary status," and to reopen dormant desegregation suits to determine whether unitary status has been maintained.

Unitary status, the guidelines indicate, should be based on the requirement that the achievement gap between the races can be completely eliminated by the staff, faculty, facilities, student assignments, transportation, and extracurricular activities in place.

The U.S. Supreme Court will revisit the issue of unitary status this fall in its first case of the term, *Freeman* v. *Pitts*, concerning the DeKalb County, Ga., public schools. *(See Education Week, Feb. 27, 1991.)*

Along with pursuing desegregation goals, the N.A.A.C.P. should support "reality-based, multicultural education" that "celebrates diversity, yet acknowledges historical truths," the draft report said.

The board also urged its membership to become involved with local coalitions of citizens who seek to improve public education.

The board embraced strategies for school reform advocated by James Comer and the late Ronald R. Edmonds. Mr. Edmonds theorized that all children could learn if schools carefully monitored student achievement, set clear goals and high expectations for performance, and created a safe and orderly climate. Mr. Comer, a professor of psychiatry at Yale University, has emphasized the importance of parental involvement and child-development principles in creating effective schools.

The schooling process, the board said, should be guided by a principal who is the chief instructional leader, as well as by strong parental involvement, clear goals, and the use of needs assessments and frequent testing.

Photopress

Edwin D. Campbell and Barbara Powell of the Coalition of Essential Schools at Brown University speak with Jim Ingram of the National Learning Foundation at the New American Schools Development Corporation's design conference, held last week in Arlington, Va.

based firm, points out, however, that basic research is unlikely to play much of a part in the new-schools endeavor.

"I don't think they are saying that fundamental research into learning shouldn't go on," Mr. Goslin says. "But that's not this game. That's a different game."

'Form Follows Function'

As in many similar conferences with government agencies, participants at the meeting here spent much of their time trying to scope out what kinds of proposals the new-schools corporation might view as acceptable.

Mr. Wallenmaier says he was pleased to learn that the bidders could propose building on innovations that are already in place, such as Maryland's new performance-based assessment system.

"If you had to start from scratch, there's no way in a month and a half you could design a proposal," he says.

Others point out that, to their surprise and delight, the firm plans to place few restrictions on the proposals. In response to many questions, officials from the new-schools corporation and the RAND Corporation, which sponsored last week's conference, said that bidders would have to say how they intend to structure schools, assess student progress, and use materials and technology, among other items.

Mr. Smith of George Washington University warns, though, that the project officials might come under pressure to define what they want to see. He urges them to resist such pressure.

"Being inventors [is a] very stressful way to spend time, because you want to know the answers," he says. "If they are comfortable living with the questions they posed, they have an opportunity to be, at the design level, successful."

John Henry Martin, the well-known developer of computer-literacy programs, such as "Writing to Read," predicts that the corporation's flexibility will lead to a better set of proposals. The bidders should indicate, he says, how school structure, teacher preparation, and other factors would contribute to the outcomes they seek.

"Form follows function," Mr. Martin says. "Function determines teacher education. Function determines space."

In addition to learning about the bidding process, participants at the meeting here also spent many of their after-conference hours hooking up with other potential bidders in hopes of forming consortia.

Schools' Role

Although many large concerns could submit bids on their own, some of the smaller companies must form links with other firms in order to come up with a design, Mr. Martin notes.

"It's going to take at least a half-dozen specialists" to put together a proposal, he says.

Floretta D. McKenzie, a Washington-based education consultant and a former superintendent of the District of Columbia public schools, adds that school districts could be vital partners in the consortia. Although few districts were represented here, she notes, those who did attend were offering to be parts of design teams.

"It's difficult for school people to see how they fit into a design team," Ms. McKenzie says. "But they are ready to be test sites for models that are developed."

Samuel B. Husk, executive director of the Council of the Great City Schools, points out that the request for proposals emphasizes that the designs must be adaptable to different settings.

"They are not looking for models no consumer is going to buy," he says.

Because of their freedom from regulations, private schools offer ready-made laboratories for innovative ideas, argues Joyce McCray, executive director of the Council for American Private Education.

"Without question," she says, "private schools have fewer of the impediments to change that exist in such rigid ways in the public sector."

Mr. Smith warns that such impediments may be the biggest roadblocks the project faces. As a member of the U.S. House of Representatives, Mr. Smith last year sponsored legislation that would have allowed schools some freedom from regulation in exchange for assurances of performance.

"When you get done with all the grand design, all the budgeting, and all the education thought," he says, "the issues of being able to negotiate regulatory change and change with faculties in schools are the two most ticklish and important hurdles any major change proposals have to overcome."

"I hasten to add," he continues, "I think it can be done."

Mr. Husk says that union contracts and regulations may not be as restrictive as some reformers fear. Several districts, notably Pittsburgh, Dade County, Fla., San Diego, and others, have "broken the mold" in union contracts, he notes, while federal programs permit more innovations than some policymakers are aware of.

"Maybe what will come out of this is exploding myths regarding regulations, and finding out they are not as inhibiting as they are made out to be," Mr. Husk says.

But the project's greatest benefit, Ms. McCray suggests, would be to unleash some of the creative ideas that have not yet made their way into schools.

"This provides a place for ideas to go," she says. "They've been out there. People have them."

"We absolutely have to do something dramatic," Ms. McCray adds. "This is a new kind of way to get different people thinking about it." ■

Q. The studies also found that arts instruction enhanced students' critical-thinking abilities. Do you have evidence that these abilities transferred from the arts to other subjects?

A. No. That's one area that has eluded researchers as long as there has been education research.

What students do wish for—in narratives and logs—is that other subject areas are taught in the same manner arts are taught, through self-analysis and self-discovery. [When teaching is conducted] didactically, many young people are not able to learn as effectively as when they are actually doing something and critically analyzing it, having their own work analyzed and analyzing others'.

Q. You point out that your studies were primarily conducted in individual classrooms by teachers. Some researchers have criticized that methodology, saying it does not produce results that are applicable more generally. Why do you think such studies are valuable?

A. It makes the research immediately practical. The issues teachers confront every day are better identified by them and studied by them, rather than the traditional way [of having university researchers] coming in from the outside. The results [of traditional research methods] have occupied shelves and file cabinets for years, and have never been put to immediate use. . . .

That doesn't mean universities don't have a role. They can guide research, and make teachers better users of research. . . . I have no use for the view teachers cannot or should not do this. The only thing distinguishing teachers from others is their placement in a university, either as doctoral students or faculty.

Q. Some educators have said that the problem in the arts is not the programs, but public support. Do you agree?

A. Yes, but the chief problem is the program. If it is designed principally to deal with talent—in music, only those who participate in performing groups, in art [those with high ability]—then it doesn't deserve public support. The perception is that these are the only arts teachers want to do. They don't want to deal with the other 99 percent, who will use art throughout their lives.

There is a critical omission in arts education: a lack of understanding. Public support comes when the product reaches the majority of children and, therefore, the majority of parents. One causes the other. . . . It's not that the public doesn't want the arts. It's that the public doesn't see the arts as currently carried out in school as meeting the needs of kids. ■

DIMENSIONS

Estimates of Foundation Support of Education Research, 1989

	All Grants	Education	Research
BellSouth Foundation	3,333,333	3,333,333	0
Bingham Foundation	1,202,860	508,360	24,000
Buhl Foundation	2,208,050	1,138,850	36,500
Bush Foundation	19,637,741	9,749,241	144,080
Carnegie Corporation of New York	39,984,558	14,535,240	3,178,800
Clark Foundation	24,178,140	6,067,087	565,000
Danforth Foundation	4,424,353	3,273,045	43,000
Exxon Educational Foundation	35,351,000	23,701,942	5,236,561
Ford Foundation	164,500,000	28,928,095	334,000
Foundation for Child Development	1,992,817	446,311	144,237
Grant Foundation	6,655,431	1,586,080	1,439,557
Hewlett Foundation	39,544,508	13,078,500	1,933,000
Joyce Foundation	12,273,454	3,461,331	367,760
Kellogg Foundation	67,841,562	21,112,087	0
Lilly Endowment	76,117,761	26,241,561	3,378,936
MacArthur Foundation	151,703,000	6,917,459	2,472,532
Mailman Family Foundation	743,795	238,564	50,000
McDonnell Foundation	17,301,482	761,806	493,386
Andrew W. Mellon Foundation	71,736,535	36,907,150	2,112,000
Richard King Mellon Foundation	42,408,166	7,284,000	25,000
Metropolitan Life Foundation	10,885,733	2,626,210	0
Mott Foundation	38,268,173	3,823,565	180,000
Pew Charitable Trusts	146,650,300	34,619,500	4,137,500
Prudential Foundation	14,386,965	2,045,045	50,000
Rockefeller Brothers Fund	6,421,100	550,000	0
Rockefeller Foundation	54,914,031	7,681,532	544,832
Southwestern Bell Foundation	15,600,000	3,472,123	0
Spencer Foundation	8,895,122	8,895,122	8,895,122
TOTALS	**1,098,760,010**	**272,377,139**	**36,753,743**

Source: National Academy of Education

For further information, see the academy's report, *"Research and the Renewal of Education"*.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 4 · September 25, 1991

© 1991 Editorial Projects in Education / $2.50

Kozol Book Puts Human Face on Fiscal Inequities

Property-Tax System Is Culprit, Author Says

By Lynn Olson

"We have a school in East St. Louis named for Dr. King," the author Jonathan Kozol quotes a 14-year-old girl saying toward the beginning of his new book, *Savage Inequalities: Children in America's Schools*. "The school is full of sewer water and the doors are locked with chains. Every student in that school is black. It's like a terrible joke on history."

Such humor is bitter indeed, according to Mr. Kozol. He places most of the blame for such conditions on the "arcane machinery," based heavily on local property taxes, that is used to finance public education.

Drawing on visits to inner-city and suburban classrooms in some 30 neighborhoods around the country, the prominent social activist and former teacher concludes that American schools are more racially and economically segregated today they were at the height of the civil-rights era.

This "dual society seems in general to be unquestioned," he writes in the book, set for release Oct. 15 by Crown Publishers. "The nation, for all practice and intent, has turned its back upon the moral implications, if not yet the legal ramifications, of the *Brown* [v. *Board of Education*] decision."

Mr. Kozol established his reputation as an impassioned commentator on inequities in education with his first book, *Death at an Early Age*, published in 1967. That book was a first-person account of his experience as a 4th-grade teacher in inner-city Boston. Since then, he has written about school desegregation, illiterate Americans, and,

Continued on Page 11

Reality Tempers 'New Futures' Leaders' Optimism

By Deborah L. Cohen

Mel Crafter, the principal at Roth Middle School in Dayton, Ohio, with students Chauiti Kirby, left, and Nixia Houston.

Michael Williams

Three years after the Annie E. Casey Foundation committed $50 million to an ambitious five-year effort to raise student achievement and stem dropout rates, teenage pregnancy, and youth unemployment in five cities, project participants' initial enthusiasm and optimism has been tempered by a healthy dose of reality.

"This was the first time we had a five-year commitment and a sense of quite a bit of money to work with" to address youth issues comprehensively, recalled James Van Vleck, a retired Mead Corporation senior vice president and the chairman of the interagency collaborative overseeing the grant in Dayton, Ohio.

"It made us think it was going to be a piece of cake," he said.

But Casey Foundation executives and project leaders now admit that the "piece of cake" was much bigger and more difficult to digest than they had first imagined.

They recount story after story about how complicated it has been to coordinate the efforts of a wide range of youth-serving institutions, including schools and human-service agencies.

Continued on Page 12

Arizona's Chief in the Eye of Storm As Lawsuits and Allegations Swirl By

By Peter West

PHOENIX—An attentive newspaper reader following the fortunes of Arizona's public schools could well come to the conclusion that the state education system is in an unusual degree of crisis.

Over the course of the past year, Arizona educators have been hit with a series of investigations, allegations, and disputes that, taken together, would seem to go well beyond those plaguing other states.

The publicized problems include:

- Controversy over the personal and professional life of the state schools chief;
- Charges of contract fraud within the state education department;
- Evidence of fraud involving a school district on an Indian reservation;
- Contentions by federal officials that the state is ineligible for impact-aid payments because of the inadequacy of its school-finance system;
- A lawsuit challenging the fairness of school funding; and
- Battles over a tight state budget that could endanger efforts to achieve a consensus on school-reform measures.

Sitting calmly at the center of this maelstrom is Superintendent of Public Instruction C. Diane Bishop, who defends her record after nearly five years in office and contends that she is taking aggressive steps to counter problems that are largely the fault of her predecessors.

In an interview in her office at the state education department here, Ms. Bishop argued that much of the unfavorable publicity that has dogged her and the department

Continued on Page 20

New Mission Sought For Diffusion Network On 10th Anniversary

By Julie A. Miller

SAN ANTONIO—When the National Dissemination Study Group gathered this month to mark the organization's 10th anniversary, the primary topic was not nostalgia but the prospect of radical change.

The association, a group of educators who are involved with the National Diffusion Network, convened here to discuss the network's successes, its frustrations, and its limitations. Above all, they came to talk about how they might change the small, $14-million-a-year federal program, which offers a catalog of exemplary methods and curricula, into a dissemination system that has a broad impact on schools.

After three days of brainstorming, a consensus emerged on several broad ideas for expanding the network's mission and improving its operation. But factions also emerged within the study group that advocated a more drastic step: abandoning the current program in favor of a new entity divorced from the U.S. Education Department.

"I don't know what's going to come of

Continued on Page 23

Front Door
Main Entrance
Puerta Del Frente
Entrada Principal

A sign over the door of the Williams School in Chelsea, Mass., welcomes students in five languages.

Pam Berry

Chelsea Schools Reopen Amid Uncertainty Over Near-Bankrupt City's Fiscal Health

By Ann Bradley

CHELSEA, MASS.—As children streamed back into this city's aged schools last week to begin another year of study, some were greeted by an important visitor: James F. Carlin, the state-appointed receiver who now runs this suburban Boston city.

Mr. Carlin's presence in the classrooms on the first day of school underscored once again the financial plight of the school system, which is entering its third year of management by Boston University.

As Chelsea slid into virtual bankruptcy over the spring and summer, B.U. administrators were forced to lay off nearly one-third of the city's teachers and, in the process, scrap promising new programs.

The budget crisis threatens to overshadow the gains achieved during the first two years of the partnership, in which B.U., a private university, assumed control of the public schools here in the first such arrangement in the nation.

University officials were well aware of the city's chronic budget troubles when they began studying the failing school system in 1986. But at the time, recalls Theodore Sharp, chairman of B.U.'s Chelsea management team, the state was in the midst of an economic boom.

"The project was conceived in the heady days of the Massachusetts Miracle," Mr. Sharp said, "and began in the low days of the recession."

Boston University's comprehensive plan for overhauling the city's antiquated school system called for the city to maintain its level of funding for the schools. Instead, the

Continued on Page 16

Also in the news

5 **L.A. Draw**
Employee unions and the school board reach an impasse over a budget containing the steepest school cutbacks in a decade.

21 **Young Dropouts**
A new study documents that a substantial number of students are dropping out before they enter high school.

IN SUMMARY

Falling Short
School-based management in Boston has not significantly altered instruction and has not shifted real authority to the schools, according to a report. **Page 5.**

Southern Philanthropy
Education philanthropy in the Southeastern United States lags well behind that of other parts of the country, despite the severe needs of schools in that region, a study concludes. **Page 5.**

Sound Mind, Sound Body
Kansas City, Mo., boasts the nation's first "classical Greek" magnet school—and the ancient Greeks themselves may never have had it so good.
Page 6.

'Carmen' Hits the Screen
The Public Broadcasting Service is set to launch its first-ever daily game show—this one aimed at improving knowledge of geography among young people.
Page 8.

Curbing Child Abuse
A federal advisory panel is proposing a national program of home visits by health workers and aides to stem the rising tide of cases of reported child abuse.
Page 8.

Sharing the Wealth
Michigan lawmakers last week were set to pass legislation that would provide poor school districts with a share of the new tax revenues produced by economic growth in other parts of the state. **Page 18.**

Family-Leave Compromise
Three U.S. senators offered a compromise last week in an attempt to break a deadlock on a bill to grant unpaid leave to workers to care for infants or ill family members. **Page 21.**

Commentary	**24 and 32**
Deadlines	**27**
Focus On: Curriculum	**6**
Grants	**27**
Legislative Update	**19**
Letters	**26**
Marketplace	**28**
Publishing	**24**
State Journal	**18**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 4.

ACROSS THE NATION

NATIONAL

Campaign To Promote Goals of United Nations Children's Summit

Nearly 600 U.S. cities and more than 45 nations plan to participate in an international campaign aimed at increasing public awareness of the goals reached at last year's first World Summit for Children.

During last September's summit, sponsored by the United Nations, President Bush and 70 other heads of state committed themselves to achieving seven basic goals by the year 2000. These include reducing infant mortality by one-third, lowering adult illiteracy rates by one-half, and providing universal access to basic education.

Organized by the planners of that summit, this year's effort, "Keeping the Promise," will mark the first anniversary of the World Summit, will attempt to educate the public about the summit's goals and those of the President's America 2000 program, and will suggest methods for ensuring the realization of those objectives.

Events, to be organized in schools and places of worship between Sept. 27 and Oct. 13, will include a School Activities Week from Sept. 29 through Oct. 4. Among the initial events will be a 250-mile "Pony Express" ride that will pick up children's letters about summit promises and deliver them to Gov. Roy Romer of Colorado. Also planned are rallies at local centers of the federal Special Supplemental Food Program for Women, Infants, and Children in Salt Lake City, San Diego, and Tucson, Ariz. ■

STATES

Colo. Supreme Court Upholds Jail Term for Truant Students

Children who are truant from school can be sent to jail if they disobey court orders to return to class, the Colorado Supreme Court has ruled.

In doing so, the state high court overturned a state law that prohibited jailing juveniles who commit such offenses as truancy or running away from home.

The decision upholds that of Colorado Springs District Judge Richard Toth, who sentenced a youth to 20 days at a detention center for contempt of court after the youth refused to attend classes. Judge Toth held that a 1990 state law barring such an action was unconstitutional.

That law, the supreme court agreed, would "render [judges] unable to preserve the dignity of the court."

In the case, a student identified only as J.E.S. three times ignored court orders in 1989 and 1990 to return to class. The student did perform 10 hours of community service required by the judge, but ignored a court order to attend summer school.

Children in the state are required to attend school until age 15. ■

DISTRICTS

Federal Court Ends Desegregation Case Against Lubbock Schools

The Lubbock (Tex.) Independent School District, which has been under a court-ordered desegregation plan for 21 years, has won its freedom from court supervision.

U.S. District Judge Halbert O. Woodward removed the district from court supervision this month after ruling that Lubbock had complied with federal desegregation orders issued in 1970.

Termination of court supervision will save the district more than $300,000 each year. The court's decision, however, still must be approved by the U.S. Justice Department.

A district reorganization plan accepted by the court calls for minority students to be bused for one year, instead of the current two, and for the city's second-oldest high school to be transformed into a magnet junior high.

■ **At least a dozen ousted Chicago school principals have filed complaints alleging that they were not retained by local school councils because of race, age, or sex discrimination.**

Bruce Berndt, president of the Chicago Principals Association, said 23 of the 32 white principals who were not retained last spring were replaced by members of minority groups. Many have charged that they were dismissed in favor of black or Hispanic administrators who were deemed more suitable "role models."

At least half of the white principals have filed complaints with the federal Equal Employment Opportunity Commission and are likely to file suit in federal court alleging that school councils violated Title VII of the Civil Rights Act of 1964, Mr. Berndt said.

In 1990, about two-thirds of the rejected incumbent principals were replaced by principals of the same race as most students at their respective schools, Mr. Berndt said. This year, more than 90 percent of the local school councils that replaced principals chose successors from their schools' dominant racial groups.

■ **In what is apparently Georgia's first such criminal conviction, a retired Atlanta principal pleaded no contest this month to simple battery charges stemming from his paddling of a student.**

Alfred Scott, formerly the principal at Minnie Howell Elementary School, was fined $250 on the misdemeanor charge and was released, said Fulton County Solicitor James L. Webb.

The charge arose from a 1990 incident in which Mr. Scott was said to have struck an 11-year-old boy's bare buttocks with a table-tennis paddle. The punishment left dark bruises the size of grapefruits on both buttocks, according to law-enforcement officials.

State law in Georgia permits paddling as long as the punishment is "not excessive or unduly severe." But corporal punishment has been prohibited in Atlanta schools since 1959, according to Edward Shaw, operations administrator for the district.

Mr. Webb said the paddling rendered by Mr. Scott went "over and beyond" what was appropriate. "I would say it was very excessive," he said.

■ **Voters in Dade County, Fla., this month showed interest in changing the district's method of electing school-board members,** as 56 percent of the voters in a nonbinding ballot question said they would prefer choosing single representives from districts across the county to the present system.

School-board members who are now chosen through a countywide vote have opposed changes to the system, which proponents said would promise greater minority representation on the board. The seven-member Dade school board currently includes one black and one Hispanic member.

Under the current system, five of the board's members must reside in different voting districts. Beyond the recent straw poll, the system is currently being challenged in court by Hispanics and blacks

The 'Wonder' Is Gone

Even good ratings can't keep a student out of trouble. That's what the young actor Fred Savage (a.k.a. Kevin Arnold) and the rest of the cast and crew of the popular television series "The Wonder Years" discovered when they recently were suspended from filming at a Burbank, Calif., high school.

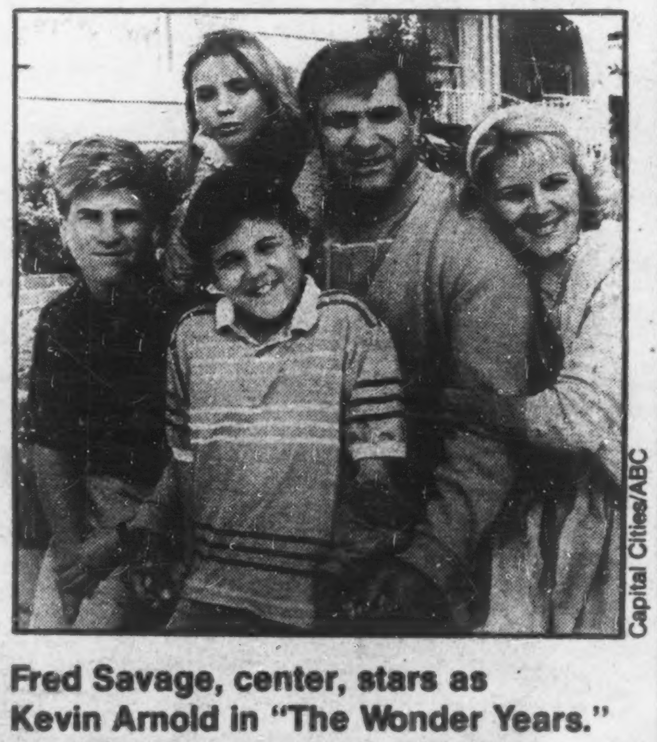
For the past three years, the producers of the show have used the classrooms, gymnasium, and playing fields of Burroughs High to record scenes of adolescent angst featuring Kevin and his friends. While Burroughs students may have been transfixed by the sight of film crews working during classes, teachers and parents were less enthusiastic.

So, after numerous complaints that the film crew's schedule had forced classes to be relocated and that students were sometimes less than attentive to their studies, officials of the Burbank Unified School District decided to pull the plug on unlimited filming of the show.

In so doing, the district loses a reported $10,000 a year in fees.

Richard Tighe, assistant superintendent of the school district, defends the ban on filming during classes.

"Sure, the money was nice, but we have to ensure that students don't get disrupted," he says. "If you had a choice between concentrating on calculus and watching a film shoot, what would you do?"



Capital Cities/ABC

Fred Savage, center, stars as Kevin Arnold in "The Wonder Years." Also pictured, from left to right, are Jason Hervey, Olivia d'Abo, Dan Lauria, and Alley Mills.

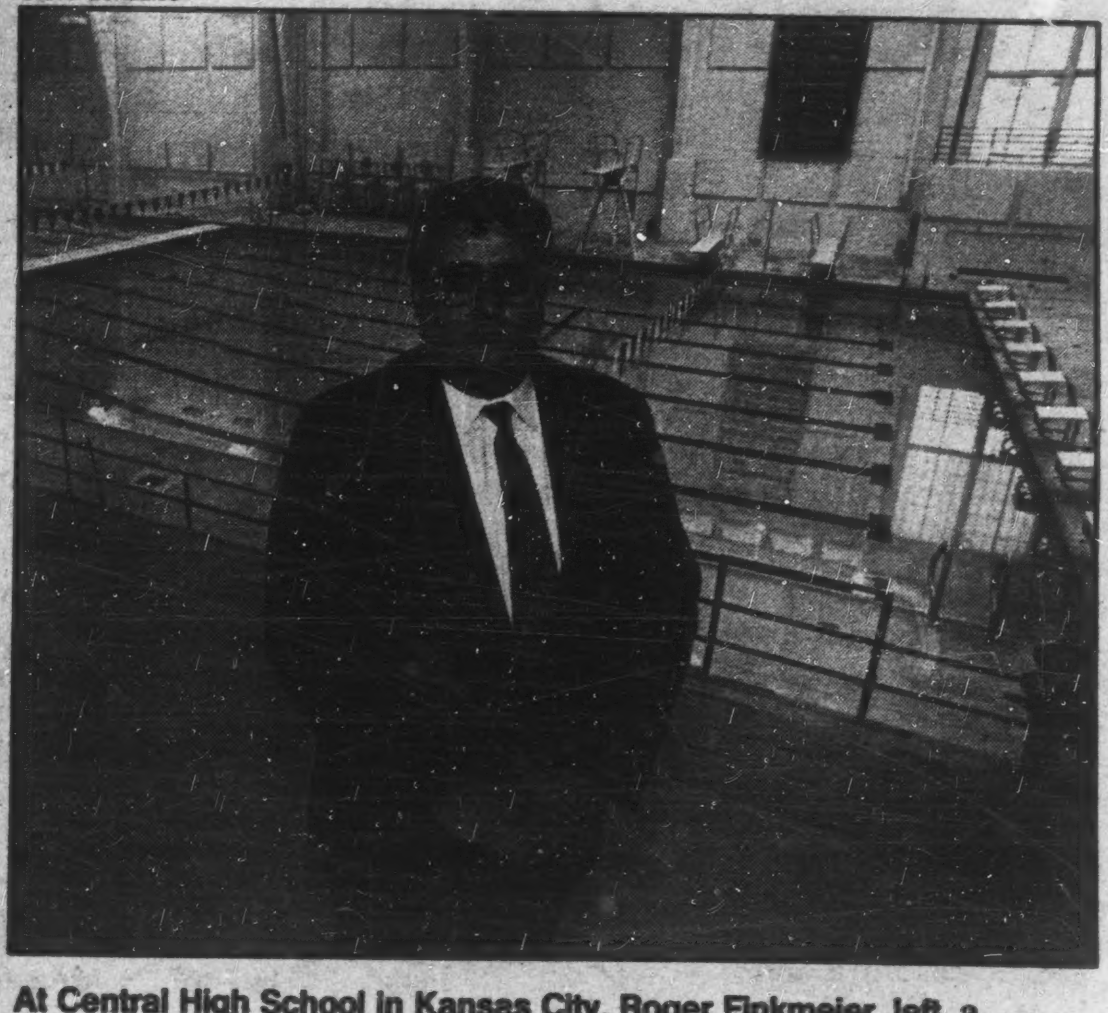
Faced with a permanent suspension, the show's producers decided to drop out of Burroughs altogether and begin filming at another school.

Which means the students of Burroughs, who were used as extras in many scenes shot for the series, have had their 15 minutes of fame.

But that's show business. —S.K.G.

Photos by Steve Gonzales

Steve Gonzales



At Central High School in Kansas City, Roger Finkmeier, left, a physical-development teacher, works with Quincy Williams as part of the school's "classical Greek" curriculum that stresses development of both the mind and the body. Above, Art Rainwater, the district's associate superintendent for curriculum and instruction, stands next to the school's Olympic-sized pool.

trict is also building a stadium across the street from the school, which will include four tennis courts, an outdoor track, and football, soccer, and rugby fields.

Consultants and school officials selected Central for the classical Greek magnet, in part, because it was viewed as one of the most difficult schools to desegregate. As late as 1987, every student at the school was black. Last year, a year after the computer magnet opened, the proportion of African-American students had declined only slightly, to 92 percent.

Employees at the school said white suburban residents still ask them if they "are afraid" to work at Central.

"Whether that's fact or fiction, security is perceived to be a problem in desegregating the schools," says Walter Marks, the district's new schools superintendent.

A major draw for the new program, school officials decided, would be its athletic facilities.

"There are kids in the suburbs whose parents are paying $2,000, $3,000, and $4,000 a year for them to participate in private gymnastics clubs," Mr. Rainwater says. If the schools are to desegregate, he adds, "we're going to have to have facilities at least equivalent to that."

The school district stepped up its efforts to recruit white, suburban students to Central and three other inner-city magnet programs with a targeted marketing campaign. Linda Smaagard, the district's marketing and recruitment director, says the effort included television, radio, and print advertisements, brochures, and, in Central's case, two "hard hat" tours to view the new building.

"I think Central is kind of a linchpin of whether we're successful or not at the high-school level," Mr. Marks says. "We're at a point now where, if we don't make some major improvement in test scores and desegregation levels, then we've sorely missed the mark."

Already, the classical Greek magnet program appears to be having some success, school officials say. This year, 71 percent of the 235 students entering the program are black. In contrast, 88 percent of the 800 students in the computer program are African-American.

"A lot of my friends are going to try to come here," says Derrik Rogers, a student from a mostly white section of the city whose interest in karate and weightlifting led him to Central.

"In a white shirt and blue shorts"—the school's gym uniform—"everybody's the same," he says.

The program was a draw as well for some of the teachers hired to staff it. Ed Bielek took a job as the personal-development teacher after working as a strength coach at the University of Kansas and directing a youth program at the city's Y.M.C.A.

"We've got close to an unlimited situation here to develop athletes to their fullest potential," he says. "That's very exciting, and that doesn't happen anywhere else in the country."

Pamela Peppers, a teacher in the computer program, says students at the school tell her "this is a beautiful building, and they're wanting to come to school every day."

"And these teachers seem like they've been excited from day one," she says.

'Taj Mahal'

Beyond the spanking new walls of Central, however, mention of the project still generates heated controversy. Gov. John A. Ashcroft has dubbed the building the "Taj Mahal," and senior citizens complain of having to pay higher taxes to fund it.

Michael Fields, the state's assistant attorney general, who has led the state's legal battles opposing the desegregation plan, said the school's rigorous academic program was "a sham" and labeled Central "a jock school."

"This'll be the acid test for the idea that you can attract kids with pretty buildings," he adds.

The complaints reached a peak in recent years after U.S. District Judge Russell G. Clark, who approved and oversees the desegregation plan, ordered a tax increase to pay for it. His authority to take that action was upheld last April by the U.S. Supreme Court.

The state has filed another legal action, contesting facets of the plan, before the High Court. It names Central as an example of the kind of excessive spending that can result from a desegregation plan that puts "no limits" on school officials.

Mr. Marks entered that fray seven months ago as no stranger to controversy himself. The former schools superintendent in Richmond, Calif., was criticized for spending practices earlier this year after the Richmond school district, noted for pioneering a similarly ambitious "choice" plan, filed for bankruptcy.

"I guess it would be kind of ironic," admits Mr. Marks on his selection as Kansas City schools chief.

"But if we're going to rebuild inner-city education," he adds, "we've got to build facilities that match any in the country, and urban kids deserve that." ■

Q. Studying ancient shipwrecks is exciting, but do you feel that students make the connection between your expeditions and the very hard work of day-to-day science?

A. Being scientists, we're curious about cause and effect. It's a great deal of trouble . . . it's very disruptive to our normal careers, to put this much effort into precollege education. So we don't want to do this unless it works.

So we asked Lehigh . . . to study the students to see the impact we were having, or not having. And the results were amazing.

They saw a tremendous shift in attitudes about science. When the students were preparing for the expedition, before they even heard about the Jason project, they asked them about their attitudes about science. Then, after they studied the curriculum, they asked them again. Then, after they experienced the Jason project, they asked them again.

And they saw a tremendous shift in attitude, a very positive shift. Second, they found that that impact of the project was felt equally by boys and girls.

Plus, the impact was felt greatest in grades 6 and 10, which is exactly where young people are starting to make career decisions. So it not only looks like a great deal of fun, which it is, it works.

Q. For the most part, scientists are criticized as aloof from science education. Is that your experience?

A. Scientists are used to [teaching] just a few students at one time. To have an opportunity to impact on such a large scale, I have found my scientific colleagues eager to help.

Q. How vital is the use of technology to your undertakings, and do you believe criticisms of television by educators are valid?

A. You can't have the reach, you can't bring the excitement of discovery into the classroom, in any other way.

We know that information is doubling every six years. By the time [information] gets distilled and put into a textbook, it's, to [a great] degree, ancient history.

I think [that] for a long, long time, scientists and educators cursed the television. I think now many of them are realizing how powerful it is and have made a commitment to master it. ■

DIMENSIONS

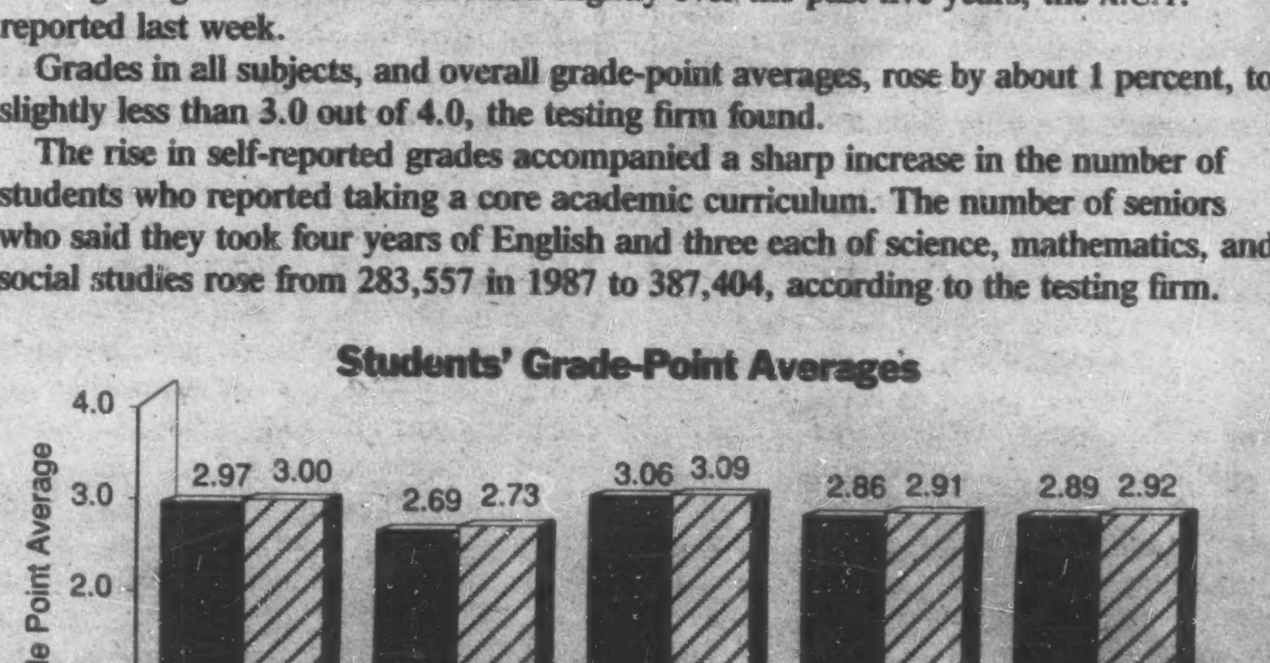
Grade Inflation

The grade-point averages of high-school seniors taking the American College Testing Program test have increased slightly over the past five years, the A.C.T. reported last week.

Grades in all subjects, and overall grade-point averages, rose by about 1 percent, to slightly less than 3.0 out of 4.0, the testing firm found.

The rise in self-reported grades accompanied a sharp increase in the number of students who reported taking a core academic curriculum. The number of seniors who said they took four years of English and three each of science, mathematics, and social studies rose from 283,557 in 1987 to 387,404, according to the testing firm.

Students' Grade-Point Averages



Source: American College Testing Program

R4800-2

Special Pullout Report: 'Thinking About Thinking'

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 6 · October 9, 1991

© 1991 Editorial Projects in Education / $2.50

Data, Strategy Said Missing in Report on Goals

But Educators Hail Effort as a First Step

By Lynn Olson and Robert Rothman

Educators and policymakers last week described the first national "report card" on education goals as a solid step on the road to school improvement.

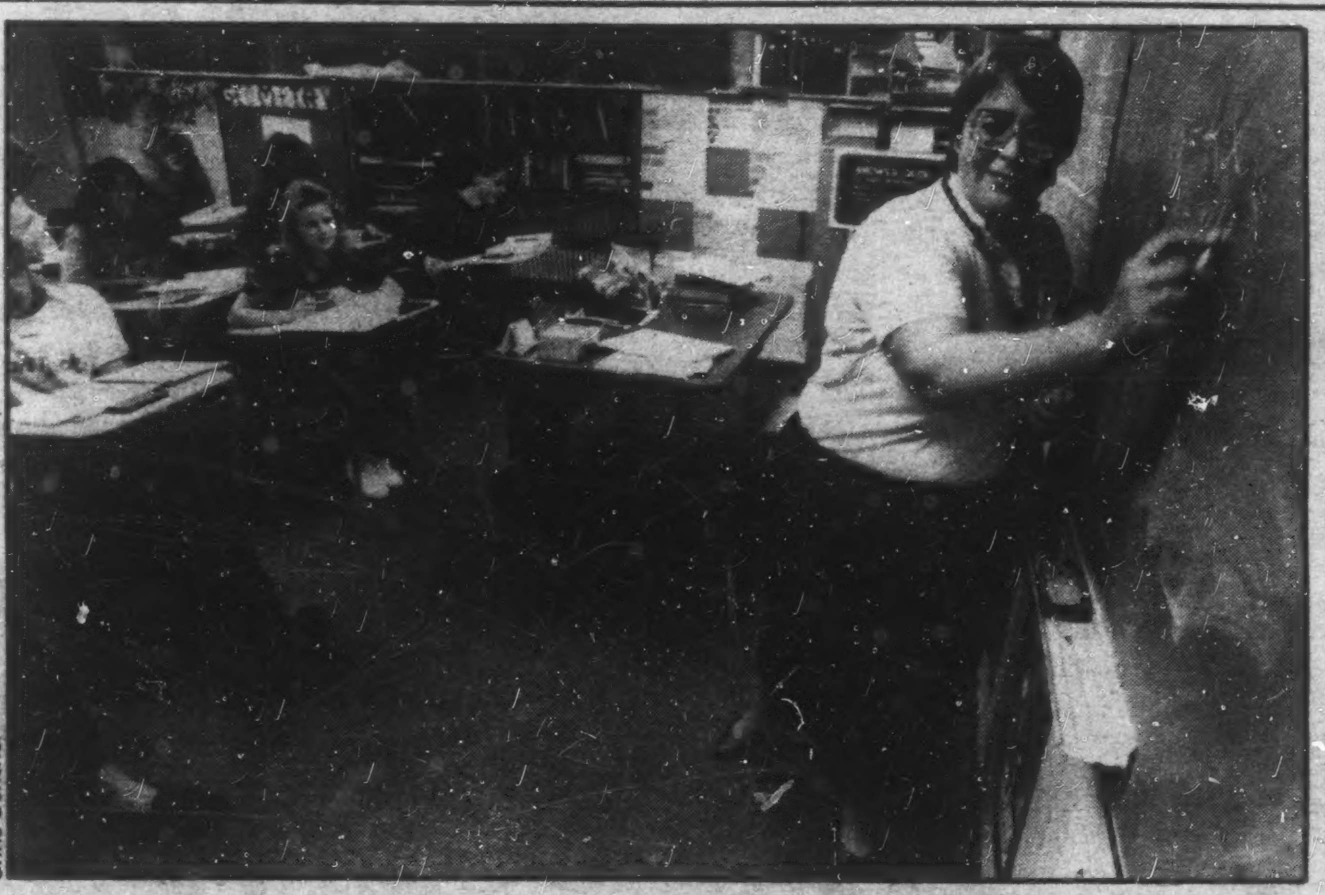
But the effort to chart how the nation and the 50 states are doing on each of six national goals included some disputed data, they noted, and contained more gaps than answers.

Observers were particularly critical of a gap that the report's creators did not even try to fill: the development of a strategy for reaching the targets.

"Goals are a good thing," said Patricia Albjerg Graham, the president of the Spencer Foundation and a former dean of the Harvard University Graduate School of Education. "But the real question for the United States is how to meet the goals. And the question of how to meet them is not illustrated here."

The goals process began at the education "summit" in 1989, when President Bush and the nation's governors launched a 10-year effort to improve education. Early in 1990, they agreed on six national education goals to be met by the year 2000 and pledged to report progress

Continued on Page 17



Chris Ochsner

Pamela Tipton, a math teacher at Seaman High School outside of Topeka, Kan., where many do not put much stock in the national education goals.

In School District in the Heartland, National Reforms Escape Notice

By Jonathan Weisman

TOPEKA, KAN.—When Ellen Brentine switched on her car radio last week after a frustrating day at West Indianola Elementary School, the airwaves crackled with bad news.

U.S. Secretary of Education Lamar Alexander, she recalled, was telling the nation how poorly its schools were performing as he released the National Education Goals Panel's first report card.

Minutes later, she arrived at home to find her husband glued to the television and waving her over to hear the same discouraging news she had just turned off. She told him she had had enough.

"You know, you hear all this stuff, and sometimes you just want to tune it out," she said wearily. "It all just sounds like a broken record."

In Ms. Brentine's Seaman School District, a few miles past where the concrete of Topeka gives way to the rolling grasses of the Kansas prairie, folks do not put much stock in the national education goals or any of the other policy moves

Continued on Page 18

NCATE To Join Fla. Agencies To Review Programs

Pact May Lead to Set Of Uniform Standards

By Karen Diegmueller

Florida's education department, its state university system, and the national agency that accredits teacher-preparation programs have signed an unprecedented agreement to conduct joint reviews of teachers' colleges, using a similar set of standards.

Besides enhancing teacher-education programs in Florida, officials involved in the agreement say, the pact could help bring the country closer to a single set of rigorous standards for training teachers.

Announced last week at an executive-board meeting of the National Council for Accreditation of Teacher Education, the agreement calls for the coordination of standards by NCATE and the two state agencies.

Until now, state institutions seeking approval from the Florida education department and the state board of regents as well as accreditation by NCATE have been faced with meeting varying standards from the three agencies.

Under the new compact, all three will send examiners onto campuses simultaneously. The education schools seeking approval will prepare self-studies in the NCATE format. Out of that body of data, the education department and the board of re-

Continued on Page 21

Report Questioning 'Crisis' in Education Triggers an Uproar

By Julie A. Miller

WASHINGTON—Three researchers at a federally funded research center in New Mexico have sparked an uproar with a study of American education that concludes that policymakers and pundits who bemoan a systemwide crisis are both overstating and misstating the problem.

"Unfortunately, much of the current reform agenda, though well intentioned, is misguided," one version of the report states. "Based on a 'crisis' mentality, many proposed reforms do not properly focus on actual problems."

Some members of the research community charge that the Bush Administration is suppressing the report—which was prepared as part of an Energy Department education initiative—because it conflicts with its own rhetoric.

The researchers who prepared the report could not be reached for comment, and some sources said the researchers had told them that they feared losing their federal funding

Continued on Page 32

Schools Grapple With Columbus's Legacy: Intrepid Explorer or Ruthless Conqueror?

By Debra Viadero

Every year, Michael Connolly begins teaching his high-school students about Christopher Columbus's arrival in the Americas by asking them what they know about the famous explorer.

"Columbus sailed the ocean blue in 1492," someone usually volunteers. Another student offers the names of Columbus's three ships—the Nina, the Pinta, and the Santa Maria. Someone else points out that Columbus misnamed the Indians he encountered because he thought he had reached the Indies.

That, says the Norfolk, Va., social-studies teacher, is "just about all they know."

This year, however, as the 500th anniversary of Columbus's landing approaches, students in classes such as Mr. Connolly's will have an opportunity to learn much more. And, according to historians and educators nationwide, the story they hear this time around could be broader, more complex—and far more controversial—than anything they have heard before about the famous explorer.

The coming quincentenary of Columbus's landing has spawned a barrage of educational efforts and a passionate debate over how best to teach about the historical event and its consequences. In a new era of concern over the "multicultural" content of

Continued on Page 14

The Bettmann Archive

The 500th anniversary of Christopher Columbus's landfall in the Americas has engendered a widespread debate about his contributions to history.

Also in the news

8 **Desegregating DeKalb** With the U.S. Supreme Court ready to hear arguments, folks back home in Georgia continue their own debates.

9 **Meet You at the Mall** Educators in Minnesota are hoping to place a wide-ranging public-education facility in a mammoth new mall.

22 **Sooner Showdown** Oklahoma voters are set to decide the fate of a fiercely debated $2-billion school-reform and tax bill.

IN SUMMARY

Fewer Choices
Chicagoans this week will choose from among 8,173 candidates to fill seats on the councils that govern all of the city's 540 schools, down from 17.256 candidates who ran in 1989. **Page 5.**

Losing Faith
After a year on the job, new teachers have far less faith in their ability to teach all of their students well and to make a difference in their students' lives, a new survey has found. **Page 10.**

Switching Teams
Seventeen years after losing their National Education Association affiliation following a bitter strike, teachers in a New Hampshire district have decided to join the competition. **Page 10.**

Crime on Campus
Violent crime in public and private schools cuts across racial lines and income levels, affecting whites and non-whites and poor and affluent students, a Justice Department study says. **Page 12.**

Librarians as Caretakers
Librarians are struggling to find ways to cope with the large numbers of unsupervised children who have turned libraries into de facto child-care centers, a new book says. **Page 12.**

Playing Hardball
Applying tougher standards for the first time, the Washington State Board of Education has revoked the accreditation of the largest teacher-preparation program in the state. **Page 20.**

Pols Pan Prez's Pic
Democratic lawmakers last week questioned the use of Education Department funds to have a Presidential address to schoolchildren staged and filmed by a private company. **Page 27.**

Capital Update	31
Commentary	33 and 40
Deadlines	35
Federal File	27
Focus On: Teachers	6
Honors & Awards	35
In the Press	33
Legislative Update	26
Marketplace	36
Media	13
Private Schools	9
State Journal	22
Technology	12
Vocational Education	11

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 6.

ACROSS THE NATION

NATIONAL

Gains by Girls Fuel Increased Sports Participation, Report Says

High-school athletic participation last year reached its highest level since the 1980-81 school year, according to a survey by the National Federation of State High School Associations.

Participation increased by 41,820, bringing the total to nearly 5.3 million nationwide, reported the survey, which is conducted annually. Girls' sports accounted for 80 percent of the increase.

While participation climbed, however, school sponsorship of some sports dropped slightly. The federation speculated that the inconsistency could stem from schools' combining teams to reduce costs.

Football remained the most popular sport for boys, although it lost 6,334 participants from the previous year. Soccer gained the most male participants during the period.

The fastest-growing sport for girls was fast-pitch softball, while basketball remained the most popular sport with girls.

■ **Proposed amendments to National Collegiate Athletic Association rules governing the recruitment of high-school athletes could hamper reforms N.C.A.A. leaders began last January when they adopted tougher recruiting and academic standards,** two reform leaders have charged.

The Rev. Theodore Hesburgh, the former president of the University of Notre Dame, and William Friday, the former president of the University of North Carolina, late last month issued a statement saying that enactment of the amendments would "water down the progress we have already made."

Father Hesburgh and Mr. Friday are co-chairmen of the Knight Foundation Commission on Intercollegiate Athletics, an independent panel that is charged with making reform recommendations to the N.C.A.A.

The amendments under consideration would extend the length of spring football practice and repeal a change made last January that allowed recruiters to make only three visits to a high-school athlete instead of eight.

Mr. Friday and Father Hesburgh said they were encouraging college and university presidents to attend the N.C.A.A. annual convention in January so that they could vote against the enactment of the amendments.

■ **Nearly one in five Americans lived with an alcoholic while growing up,** a new federal survey has found.

The nationwide survey, conducted by the National Center for Health Statistics, found that 21.4 percent of individuals ages 18 to 44 and 16.5 percent of those ages 45 to 64 had lived with an alcoholic at some time before they turned 18. More than 80 percent of those responding affirmatively had lived with an alcoholic for at least five years, and 40 percent had lived with someone with an alcohol problem during their entire childhoods.

White adults were more likely than black adults to have lived with an alcoholic during their childhoods, and college-educated individuals were the least likely to have been raised by an alcoholic, the survey found.

■ **Girls who participated in four pregnancy-prevention programs offered by a national youth group were significantly less likely to have sex or get pregnant than other high-risk girls,** the group has reported.

Girls Inc., formerly called Girls Clubs of America, found that young teenagers who participated in either of two programs stressing communication with parents and assertiveness training were half as likely to initiate sexual intercourse during a three-year study period as girls who did not participate in a program.

In addition, older teenagers who participated in two other programs were far more likely than their peers who did not participate to use birth control if they had sex, the group found in its review of the four pregnancy-prevention efforts.

A total of 755 girls participated in the four programs in four different cities. All the girls volunteered for the programs, and girls who did not want the extra training were the study's control group. ■

Sing and Tell

John McDonnell/The Washington Post

B.B. King, who appears in these 4th graders' social-studies textbook, livens up a recent show-and-tell session at Columbia Elementary School in Fairfax County, Va. Matthew Ott, whose grandfather works for Mr. King, invited the Blues legend to visit while he was in town to receive an award.

STATES

Alaska Union Sues Governor Over Alleged Bias in Retiree Benefits

The National Education Association-Alaska has filed suit against the administration of Gov. Walter J. Hickel, charging that some state retirees are being treated unfairly by the Teachers Retirement System and the Public Employees Retirement System.

The lawsuit, filed Sept. 25 in state superior court, charges that some younger retirees have been denied cost-of-living increases similar to those received by older retirees; that retirees older than age 65 are paying more in premiums but receiving fewer medical benefits; and that the administration has "arbitrarily" denied cost-of-living increases to some retirees even though the retirement plans are financially sound.

"The retirement programs are being administered in a way which discriminates on the basis of age," charged Don Oberg, president of the N.E.A.-Alaska, which represents some 7,000 classroom teachers and support-staff members in the state.

An official of the state's division of retirement and benefits said last week that he and other state officials had not yet seen the lawsuit and could not comment on it.

■ **The Iowa Board of Education is considering a rule that would prohibit high-school athletes from playing on nonschool teams composed of more than one of their school teammates and coached by their school coaches.**

Under the proposal, for example, a girl who wanted to play on her school's basketball team could attend a summer basketball clinic. But she could not participate in a scrimmage if more than one other member of her school team played in the game or if the summer coach was her school's coach.

Proposed for the 1992-93 school year, the rule changes would prevent coaches and teams from using the summer for team practice and would enable more teenagers to participate in a variety of sports, according to Kathy Collins, a legal consultant for the Iowa education department.

"The whole idea is to keep sports in perspective," Ms. Collins said.

But some groups have expressed opposition, including the Iowa American Legion. "All of our Legion baseball teams are basically the high-school teams," said Jim Demarest, the group's state adjutant. "It would just kill Legion baseball in Iowa.

State education officials have extended the public-hearing process from the typical one-day session in Des Moines to three evening hearings at various sites across the state.

A decision is expected in mid-December at the earliest.

■ **A politically conservative group in Arkansas has filed suit to block the distribution of condoms to students in state-funded school clinics.**

The Family Council, in a suit filed in Pulaski County court last month, said the distribution of condoms in state-funded school clinics is a violation of a 1991 state law that prohibits the use of state funds to buy or distribute condoms in public schools. Currently, 3 of Arkansas's 20 comprehensive school-based clinics distribute contraceptives.

Officials at the state health department said that only federal and private monies are earmarked for the condom-distribution program. ■

Fewer Candidates Running for Chicago School Seats

By Ann Bradley

As Chicagoans cast their ballots Oct. 9 to elect new members of the councils that govern each of the city's 540 schools, they will choose from fewer than half the number of candidates who ran for the councils when they were first established in 1989.

This fall, 8,173 parents, teachers, and community members registered to run for the 5,400 available seats—a sharp drop from the 17,256 candidates who ran when the city's ambitious school-reform plan was just getting off the ground.

Each council consists of six parents, two community members, two teachers, the school principal, and, in the high schools, students. The teachers and students are appointed by the board of education.

Three-quarters of the schools had enough parent candidates to have contested elections, while 63 percent had enough community residents for voters to have a choice. Fewer than half had enough teacher candidates to ensure that school staff members, who will nominate two teachers to the board of education for final appointment to the councils, will have a choice among teachers.

Only half of the schools had enough candidates to ensure competitive elections of both parent and community candidates.

The voting takes place against a backdrop of continuing concern over recent budget cuts that led the school board to lay off teachers and close several schools.

Last week, the Chicago Teachers Union's policymaking body decided to take a strike vote of the membership on Oct. 15 if no progress is made this week in negotiations over the 7-percent raises the board of education says it is unable to pay teachers.

Limited Registration Drive

In an analysis of the candidate registration, the reform-advocacy group Designs for Change attributed much of the diminished interest in the elections to this year's limited candidate-recruitment campaign.

In its report, the reform group criticized the Chicago Board of Education for failing to target its resources toward the elections. In 1989, the board spent $600,000 on advertising and employed more than 100 experienced organizers in a get-out-the-vote effort that lasted several months, the analysis noted.

Linda Matsumoto, the school system's press secretary, said the total budget for the elections and follow-up training of newly elected candidates this year is $1 million, down from the $6 million spent in 1989.

"Let's be realistic," Ms. Matsumoto said. "Our fiscal realities unfortunately have impacted on several areas, including reform implementation."

Both Ms. Matsumoto and Clinton Bristow Jr., president of the board of education, noted that board members and General Superintendent Ted D. Kimbrough held several press conferences around the city to generate media interest in the elections.

Mr. Bristow also faulted the Illinois legislature for refusing to appropriate money for Chicago school reform.

But Donald Moore, executive director of Designs for Change, noted that the school system has a $2-billion-plus budget. "I don't think it was a lack of money so much as it was a lack of willingness to put a priority on supporting the council election process," he said.

Reform advocates had hoped to see 10,000 candidates register—the same goal set and exceeded in 1989.

8,173 people are vying for councils, down from 17,256 in 1989.

The recruitment efforts conducted by business, school-reform, and community groups this year also were less extensive than they were two years ago, the analysis noted.

Until mid-summer, when the state legislature changed the voting procedure to address a court ruling declaring it unconstitutional, there was a great deal of uncertainty about the elections, said Bruce Cecil, a Chicago business executive directing the election program for Leadership for Quality Education, the business community's school-reform organization.

"A lot of our program was held up until that time," Mr. Cecil said.

The poorest of the city's 10 subdistricts had the largest percentage of parent candidates per school, the reform group's analysis found, due in large part to a well-organized recruitment effort by community organizations and a large corporation. The subdistrict also was the only one to have enough candidates to fill all of the council seats reserved for parents.

The analysis "strongly suggests that a well-planned, grassroots effort to encourage candidacy can create competitive elections in virtually every school," the report said.

Elementary Turnout High

Although far lower than two years ago, the number of contested elections compares favorably with candidate interest in school-board elections in suburban Cook County, where 63 percent of the elections are contested, the analysis noted.

The average school in the city had nine parent candidates for the six parent seats, three to four community residents for the two community seats, and three teacher candidates for the two teacher seats.

In schools lacking enough parent and community representatives, the newly elected council members will appoint people to fill the positions.

Parental interest in the elections was higher in elementary schools than in high schools. More than 90 percent of the city's elementary schools had enough candidates to fill all of the parent seats on their councils, compared with only 80 percent of the high schools.

The report noted that the lower turnout among high-school parents would require further study.

Low-income schools were slightly more likely to have more parent candidates than other schools, the analysis found, but there were no differences among schools when students' race and ethnicity were taken into account.

The schools without enough parent candidates varied widely in location, income level of students, and experience under the first two years of school reform, the study found.

The substantial amount of work required of the council members—who are not paid—may have discouraged some candidates from running, the analysis said. Some candidates who saw little or no improvement in their schools under reform or were upset by the recent budget cuts also may have decided to sit out the election.

However, the analysis noted that middle-class schools and schools viewed as improving also had limited numbers of candidates, suggesting that people chose not to run because they were satisfied with their schools.

Joy Noven, director of Parents United for Responsible Education, a reform advocacy group, said she did not view the drop in the number of candidates negatively.

"You're looking at over 8,000 people who are doing volunteer work for the public schools," Ms. Noven said. "And for every [council] member, there are at least twice that number that volunteer in the schools."

Few Businesses Bolster Training Programs To Make Up for School Shortfalls, Poll Finds

By Jonathan Weisman

While employers and higher-education officials are extremely critical of the quality of precollegiate education, business has not significantly bolstered its training programs to make up for the shortfalls it finds in education, according to a new survey.

The $150,000 report, released late last month by a coalition of economic and education groups, also found a wide gap between business leaders' opinions and those of parents and students, who generally hold far more positive views about their schools.

"Clearly the evaluation by employers and educators of student preparation is the most devastating part of this report," says the study by Louis Harris & Associates. The report was sponsored by the Committee for Economic Development in cooperation with the Business Roundtable, the National Education Goals Panel, and the National Council on Education Standards and Testing.

"At the same time," the report continues, "these findings also show the limited willingness of these groups to provide support to make up for the shortfalls of the education system. This is particularly true in the case of employers."

The survey of officials of 402 companies found 30 percent giving a positive rating for recent high-school graduates' ability to read well, and 22 percent crediting students with having learned basic mathematics. But only 12 percent said recent graduates could write well, and just 10 percent believed they had "learned to solve complex problems."

Higher educators' assessment of student achievement was only slightly more positive.

Few Remedial Programs

Despite those low ratings, just 14 percent of employers reported having an "organized program of job training of which a major part is teaching basic skills, such as math, reading, and writing."

No more than 25 percent of the business respondents said they had made "major changes" in the way their organizations "have adapted to the changed caliber of recent graduates." And 67 percent said they had made no major shifts to respond to the changing workforce, which corporate leaders frequently have said must be higher-skilled.

Only 14% report having remedial programs.

Business groups regularly point out that companies spend an estimated $30 billion a year on training and retraining, much of which they say goes for skills that should have been taught in school. But the new study would appear to support critics who charge that most of that money goes to middle- and upper-level management training, not remedial education.

"One of the concerns I had about the study was that it would look as though business and higher education were blaming all their problems on the school systems," said Robert F. Wagner, president of the Harris Education Research Center, which conducted the poll. "When it was finished, I was struck by how limited their involvement actually was [in improving basic skills], particularly among employers."

Reacting to the survey, Sar A. Levitan, a labor economist at George Washington University's Center for Social Policy Studies, said the findings showed that corporate claims of support for remedial education training largely have been rhetorical flourishes to keep abreast of "the fashion of the day."

"It makes for nice luncheon talk, but at the same time, there is very little evidence employers are actually doing this training," he contended.

Mr. Levitan also argued that a close examination of the 14 percent that reported having basic-skills training would reveal that many of them did not commit sufficient time and resources to be effective.

'Reality Gap' Seen

While admitting surprise over the training finding, the business groups that commissioned the study chose to highlight the survey's "reality gap" between the higher-education and business perceptions of education quality and the views of students and parents.

The percentage of students with a positive view of their own achievements averaged at least 40 percentage points higher in each area than that of employers.

Caliber of High-School Graduates 5 and 10 Years Ago

		Employers	Postsecondary Educators
Compared to 5 Years Ago	Better prepared	32	32
	Worse prepared	45	45
	The same	20	20
	Not sure/Refused	3	3
Compared to 10 Years Ago	Better prepared	29	29
	Worse prepared	56	56
	The same	8	8
	Not sure/Refused	7	7

Source: Louis Harris and Associates, Inc.

The perceptual gulf between employers and students has been alluded to for years, noted Sandra Kessler Hamburg, the C.E.D.'s education-studies director. It has not been backed up with statistics until now, however, and the gap revealed by the survey is far wider than expected.

While the business view of students' writing skills was highly negative, 66 percent of 511 recent graduates surveyed had a positive opinion of their own writing. Sixty-eight percent had a good opinion of their math skills—46 percentage points higher than business respondents'.

And 78 percent of the students said they had a "real sense of dedication to work," a commitment seen by only 20 percent of employers.

Parents were slightly more critical. Of the 250 surveyed, 65 percent were positive about their children's math education; 56 percent thought their children wrote well; and 67 percent found a "dedication to work."

"To put it succinctly: The current crop of students and their parents are deluding themselves," the report concludes.

The data provide a strong mandate for national academic-achievement standards, the report's sponsors said. Over 80 percent of survey respondents backed such standards.

The report, "An Assessment of American Education: The View of Employers, Higher Educators, the Public, Recent Students, and Their Parents," was underwritten by a grant to the C.E.D. from the Pew Charitable Trusts. Copies are available for $15 each from Louis Harris & Associates Information Services, 630 Fifth Ave., New York, N.Y. 10111.

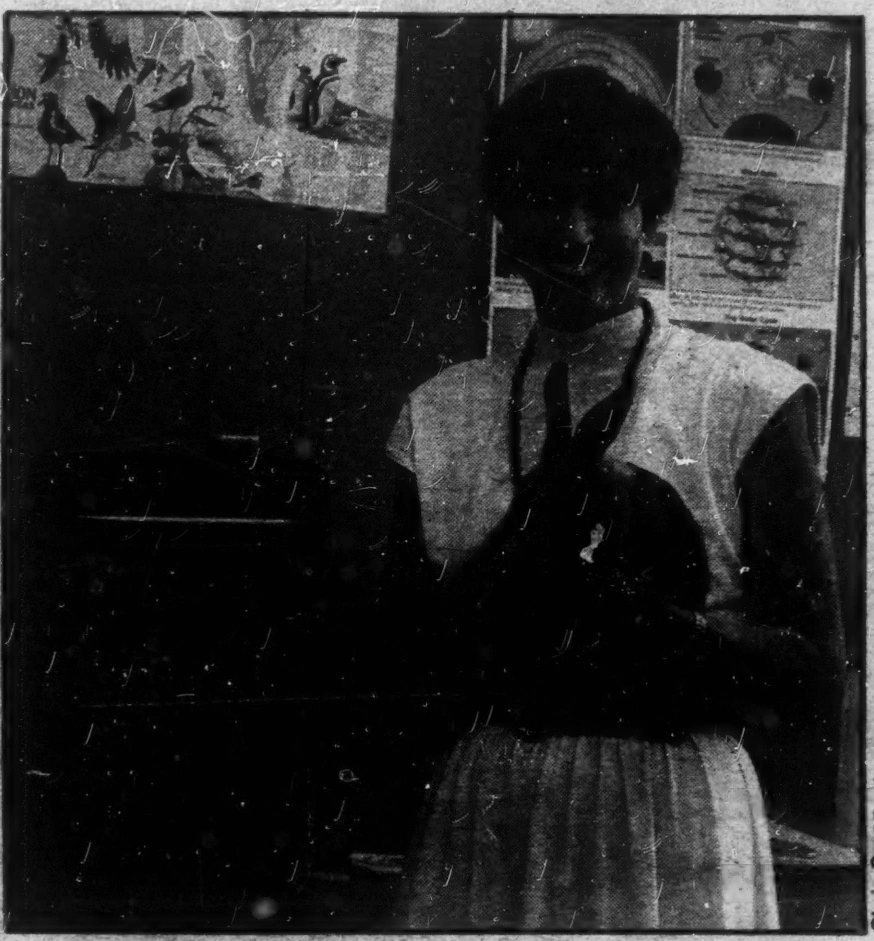
R4800-2

EDUCATION WEEK

American Education's Newspaper of Record Volume XI, Number 7 · October 16, 1991 *© 1991 Editorial Projects in Education* *| $2.50*

Recession Dampens Job Prospects for Teachers

By Ann Bradley



Though teaching science seemed to be a sure bet when she began her teacher training, Wendy Carlson now considers herself lucky to have her temporary position at Andrew Carnegie Intermediate School in Orangevale, Calif.

Chris Green

Two years ago, when Wendy Carlson decided to go back to school to get her teaching credentials, the future looked bright for people who wanted to teach mathematics and science.

But during the time Ms. Carlson was enrolled at the University of California at Davis, the nation dipped into a recession, and California politicians were forced to raise taxes and cut spending to deal with the nation's largest state budget deficit.

Now, she considers herself lucky to have a job teaching junior-high-school science—even if it is only for five months.

"Hopefully," she said in an interview, "I'll get to keep it."

Across the nation, the economic downturn is making it difficult for many newly trained teachers to find jobs.

Not only are fiscal concerns forcing school districts to cut back on course offerings and lay off teachers, but some states are finding it necessary to abandon school-

Continued on Page 12

Court Hears Case To Declare Ga. District 'Unitary'

Schools' Responsibility For Imbalances at Issue

By Peter Schmidt

WASHINGTON—The DeKalb County, Ga., school system became desegregated two decades ago and should not be held accountable for racial imbalances that arose in schools later as a result of new housing patterns, a lawyer for the district told the U.S. Supreme Court last week.

Asserting that the re-emergence of racially identifiable schools in the county "was not caused by an action" of the district school board, Rex E. Lee, the district's lawyer, said the system should be allowed to seek freedom from federal-court supervision.

But Christopher A. Hansen, a lawyer for the American Civil Liberties Union Foundation who is representing parents of black children in the district, countered that "[t]he DeKalb County school system has never been fully desegregated." He also said district decisions on school openings and closings had exacerbated racial imbalances.

"This court shouldn't reward a school system which has delayed desegregation for more than 20 years," Mr. Hansen, whose clients are seeking to keep the district under court supervision, told the Justices.

The DeKalb County case, *Freeman* v. *Pitts* (Case No. 89-1290), was the first to be heard by the High Court as it began its new term last week with one seat on the bench unfilled.

The closely watched case centers on two principal issues: the conditions under which districts can be declared "unitary," or free of the vestiges of official segregation, and thus be relieved of court oversight; and whether districts can be required to correct racial imbalances in schools caused by de-

Continued on Page 22

C.D.C., in a Shift, Proposes Lead Tests For Infants by Age 1

By Ellen Flax

WASHINGTON—In a marked policy shift, the U.S. Centers for Disease Control last week recommended that all children be tested for the presence of lead in their blood by their first birthday.

At the same time, the C.D.C. toughened by 60 percent the standard for determining whether a child is at risk of becoming lead poisoned. Under the new standard, about four million children under the age of 6 would have lead levels that would trigger monitoring and intervention, about 10 times as many as were affected by the old standard.

"Lead is not to be taken lightly," Dr. Louis W. Sullivan, the Secretary of Health and Human Services, said in announcing the new standards at a conference on childhood lead poisoning here last week. "It is the number-one environmental threat to the health of children in the United States."

"These guidelines are an important milestone in the effort to achieve the elimination of childhood lead poisoning," he said.

The new guidelines, which have been under development for more than two years, come in response to mounting scientific evidence suggesting that even low levels of lead can pose health risks to young children.

According to these findings, children who

Continued on Page 23

Home Visits Seen as Key Strategy To Combat a Host of Childhood Woes

By Deborah L. Cohen

Convinced that a lack of basic child-rearing knowledge is leading to increased infant-morality, child-abuse, and school-dropout rates, policy analysts from a variety of sectors are advancing a strategy that rests on the tenet of neighbor helping neighbor: home visits.

The idea springs from a recognition across the child-serving professions that babies raised in isolation by young, disadvantaged, and disconnected parents often suffer from abuse, neglect, and health and learning problems.

Though advocates differ over the specifics of how such programs should be structured and who should be targeted for services, there is broad agreement that the use of home visits can increase the odds that at-risk youngsters will thrive and lead productive lives.

"A skilled home visitor can create a partnership and nurturing relationship with families" while offering "a rich service that conveys a great deal of information and support," said Heather Weiss, director of the Harvard University Family Research Project.

Because of its convenience for families, she added, home visits are "more likely to reach more people and have the possibility of connecting with them in some meaningful way than anything else."

In the past two months, two Congressionally mandated panels—the National Commission to Prevent Infant Mortality and the U.S. Advisory Board on Child Abuse—have urged the spread of home visits by health

Continued on Page 24

Booming Las Vegas Hits Jackpot With $656-Million Building Plan

By Millicent Lawton

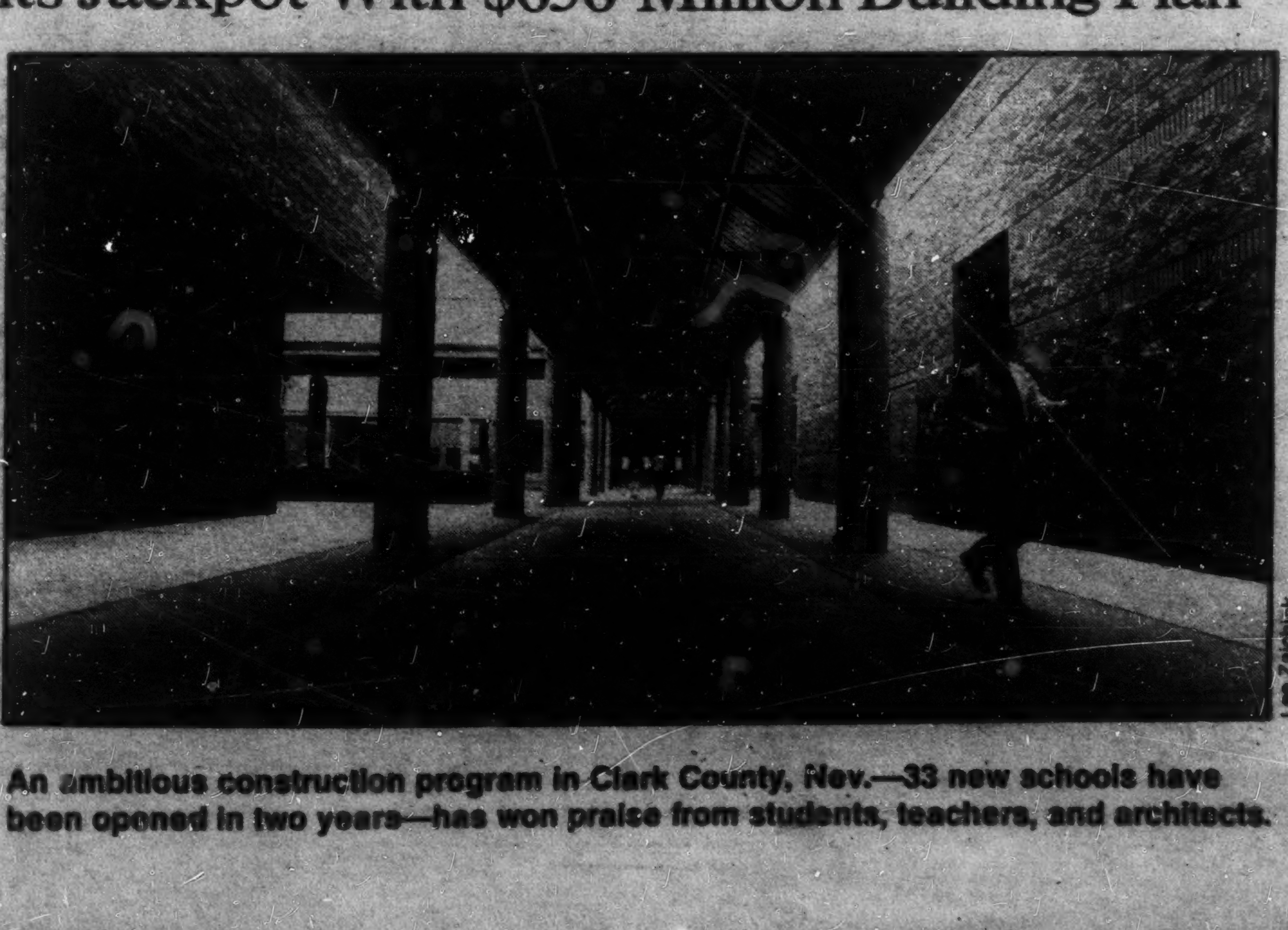
LAS VEGAS, NEV.—Before becoming director of construction management for the Clark County schools here, Lane Swainston spent two years working in hotel and casino development for Golden Nugget Inc.

The resort industry's hyperkinetic, no-holds-barred approach to construction and remodeling, he recalled, felt "like going Mach 2 with your hair on fire."

That description could just as easily apply to the project Mr. Swainston has been overseeing for the school system here in this booming city in the nation's fastest-growing state.

Clark County is currently in the middle of a five-year, $656-million school-construction project that saw the opening of 15 schools last year and another 18 facilities—

Continued on Page 11



Lee Zalchick

An ambitious construction program in Clark County, Nev.—33 new schools have been opened in two years—has won praise from students, teachers, and architects.

Also in the news

17 **Sudden Impact**
A legislative mix-up threatens to deprive some 2,600 school districts of badly needed federal impact aid.

IN SUMMARY

Other Voices
State boards of education should lead the way in encouraging multicultural approaches to curricular reform, a new report urges.
Page 4.

Playing Favorites?
The U.S. Education Department held its first major conference on history and civics last week, amid charges that the event was slanted in favor of conservatives.
Page 5.

Responsible Drinking?
A popular nationwide program to discourage drunk driving among students has found critics among some who say it promotes not abstinence, but the responsible use of alcohol. **Page 6.**

Educating Black Children
Despite limited resources, small private schools catering to black children produce students who score above national norms in reading and mathematics, a new study says. **Page 10.**

Budget Woes in Alabama
Alabama's largest school district is making plans to shut its doors in the wake of Gov. Guy Hunt's across-the-board, $145-million cut in the state's education budget.
Page 15.

Benefactors Wanted
The New American Schools Development Corporation is trying to reignite its stalled efforts to raise up to $200 million to underwrite its program to revamp the nation's schools. **Page 17.**

Working Together
At an unprecedented meeting, U.S. and Mexican educators and government officials last week pledged to work together to solve mutual problems.
Page 18.

Appointments **27**
Capital Update **20**
Commentary **25 and 32**
Early Years **10**
Events **27**
Federal File **17**
Focus On: Students **6**
Letters **26**
Marketplace **28**
Philanthropy **9**
Publishing **25**
State Journal **15**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 7.

ACROSS THE NATION

STATES

Texas Business Group Pushes For Year-Round School Calendar

A statewide business coalition in Texas this month strongly endorsed a year-round education calendar for the state's schools, but stopped short of recommending a longer school year in terms of actual days spent in the classroom.

The Texas Association of Business proposed that districts throughout the state adopt a calendar with six weeks of classroom instruction followed by two weeks of vacation, with the cycle repeating six times during the year.

An alternative plan proposed by the coalition would be nine weeks of class followed by three weeks of vacation, repeated four times annually.

Such a schedule would retain the traditional 180-day school year, while maximizing the use of existing facilities and minimizing learning loss during the time-honored extended summer break, said Brad Gahm, the group's vice president for governmental affairs.

While stopping short of recommending a longer year, the coalition called on districts to study whether more days in school would lead to additional learning.

The group also avoided the question of how officials would pay for a longer school year, saying that a changed calendar with an unchanged number of school days would lead to minimal, if any, additional costs.

■ **For legal purposes, Nebraska school districts and school boards are the same entity**, the state supreme court has ruled.

The court issued its opinion last month in response to a suit brought by Charles Dennis Zyburo, a guidance counselor who had filed a suit against his former employer, School District 160 (Norris), after he was fired from Norris High School in 1988.

A lower court ruled that Mr. Zyburo had erred when he sought legal action against the school district and not the school board. But the high court, referring to a 1991 state law on the matter, said that a school district and a school board are the same body in the eyes of the law. ■

DISTRICTS

Parents Sue Chicago Schools Over Cut in Services for Disabled

Parents of disabled children in Chicago have gone to court in an effort to force city school officials to restore funds for extended summer programs next year for 10,000 children with serious disabilities.

In a lawsuit filed Oct. 3 in U.S. District Court in Chicago, the parents contend that school officials violated federal and state special-education laws by eliminating the summer programs.

The parents said that their children need the extra help during the summer in order to prevent them from losing the educational progress they have made.

"I am scared," one mother of an educably mentally handicapped teenage boy, said, that "my son will have to start all over again" in September.

The elimination of the $8.5 million that had been set aside for the summer programs was among a number of belt-tightening measures school officials took in order to balance the school system's $2-billion-plus budget. The district has also laid off teachers and closed schools.

A spokesman for Designs for Change, the reform-advocacy group representing the parents, said the cuts this year were part of "a pattern of repeated failure" to provide appropriate summer programs for seriously disabled students.

Utah District Sued for Filing Brief in U.S. Supreme Court Case

A Utah school district that has been sued for allowing student prayers at high-school graduations is facing a new lawsuit, this time for filing a friend-of-the-court brief in a separate case on graduation prayer to be considered this term by the U.S. Supreme Court

The new suit against the Alpine school district contends that it violated the Utah Constitution by expending public funds to file a brief in support of graduation prayer in *Lee* v. *Weisman*, a case from Rhode Island that the High Court will hear in November.

The Alpine district was sued in federal court last year by the Utah chapter of the American Civil Liberties Union over its practice of allowing students to recite prayers at graduation ceremonies.

The federal judge in the case has indicated that he intends to wait until the Supreme Court rules in the Rhode Island case before deciding the challenge to the Alpine district.

In the new suit, filed recently in state district court in Provo, Brian Barnard, a local lawyer, argues that district's decision to file a brief in the Supreme Court case violated the state constitution's ban against the spending of public money for "any religious worship, exercise, or instruction."

A spokesman for the Alpine district said officials filed the brief in the Rhode Island case as part of its legal strategy to defend itself against the lawsuit it faces from the A.C.L.U.

■ **A high-school biology teacher has sued the Capistrano Unified School District in California for $5 million, charging that a district policy that requires him to teach evolution violates his constitutional rights.**

In a lengthy brief filed this month in federal court, John Peloza, a teacher at Capistrano Valley High School in Mission Viejo, argues that the district discriminated against him by forcing him to abandon his teaching of creationist theories.

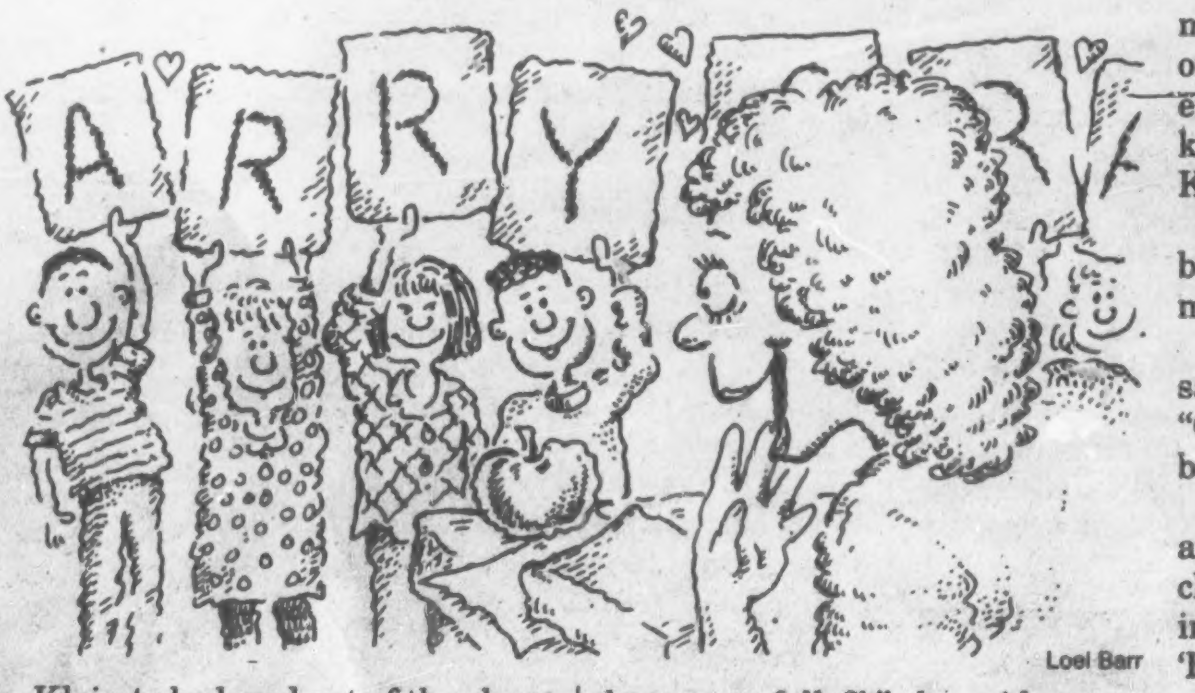
In a news conference outside the federal building in Santa Ana, Calif., recently, Mr. Peloza said he believes that the difference between evolution and creationism—the biblically based belief that God created the world from nothing in a matter of days—are simply "differences in philosophies."

The Capistrano district's curriculum guidelines, according to a spokesman, require the teaching of evolution as a "valid scientific theory" and conform to the state's science-curriculum framework.

■ **The Missouri Court of Appeals has ruled that it cannot resolve a long-running open-meetings dispute between the Kansas City school district and the Kansas City Star Company**, which publishes *The Kansas City Star* newspaper.

Citing the lack of a "concrete factual situation" on which to make a determination, the appellate court on Oct. 1 sent the case back to Jackson County Circuit Judge Preston Dean, said William J. Dittmeier, the district's legal counsel.

Pint-Sized Proposers



Loel Barr

Students at a Maryland elementary school, perhaps wise in the way of pop quizzes, recently turned tables on their teacher to help her suitor pop the "big question."

Knowing how much his girlfriend, Becky Klein, loved teaching her 6th graders at Summit Hall Elementary School in Gaithersburg, Craig Nelson, the owner of a hardware business, figured out a rather engaging way to include them in the courtship.

First, he arranged for Ms. Klein to be lured out of the classroom for a meeting with the principal. Upon her return, she saw her 24 homeroom students lined up against a wall, each holding up a piece of paper with a letter on it. Taken together, the letters spelled out the question, "Becky, will you marry Craig?"

While students giggled and a friend videotaped the romantic moment, the anxious suitor waited approximately eight seconds on bended knee before a stunned Ms. Klein could say "yes."

Mr. Nelson had nothing but praise for his junior matchmakers.

"I tried to keep the message a secret," he said. "One girl figured it out, but no one let it slip."

Ms. Klein recalls being astonished by the spectacle. "When I first walked into the room, I thought, 'How can I get him out of here gracefully?' " she said.

Students seemed as excited as the happy couple themselves. Some re-enacted the scene; others gave Mr. Nelson a hearty slap on the back, saying he would be marrying "the sweetest girl."

"One boy even cried; it was that emotional," remarked a still-amazed Ms. Klein.

—S.K.G.

Judge Dean ruled last year that the school district was a public governmental body that could not keep its administration records hidden. However, Mr. Dittmeier said last week that the appeals-court ruling would "negate any previous decision by Judge Dean."

"We're back to where we started," Mr. Dittmeier said, adding that the district has not yet decided whether to further appeal the case.

The case goes back several years and centers on disputes between the district and the newspaper over which of the district's documents and meetings the newspaper has access to under Missouri's "sunshine law," Mr. Dittmeier said.

■ **The San Francisco school board has approved a plan to begin the distribution of condoms to students in two high schools by the end of the school year.**

Under the new policy, which was adopted last week, latex condoms will be distributed in a high-school based health clinic by the end of the fall semester, and would be distributed in a school without a clinic starting this spring.

The district will use outside contributions to fund the program.

Under the policy, parents will have the right to exclude their children from participation in the program.

The condom-distribution policy was part of a comprehensive health and sex-education program adopted by the board.

Both pilot projects will be evaluated before the district decides whether to expand the program to other schools, said Beverly Bradley, the district's supervisor of health programs.

■ **The Indianapolis Board of School Commissioners has proposed allowing competition among public schools within the district.**

The proposal, one of several education initiatives proposed by the board this month, may never be implemented, however, because the district is under federal court order to bus students to achieve racial balance.

U.S. District Judge S. Hugh Dillin, who is overseeing the district's desegregation order, in the past has refused to amend his order, which involves the busing of thousands of students.

Other initiatives proposed by the board this month call for more site-based management and the establishment of new middle schools and precise new school standards.

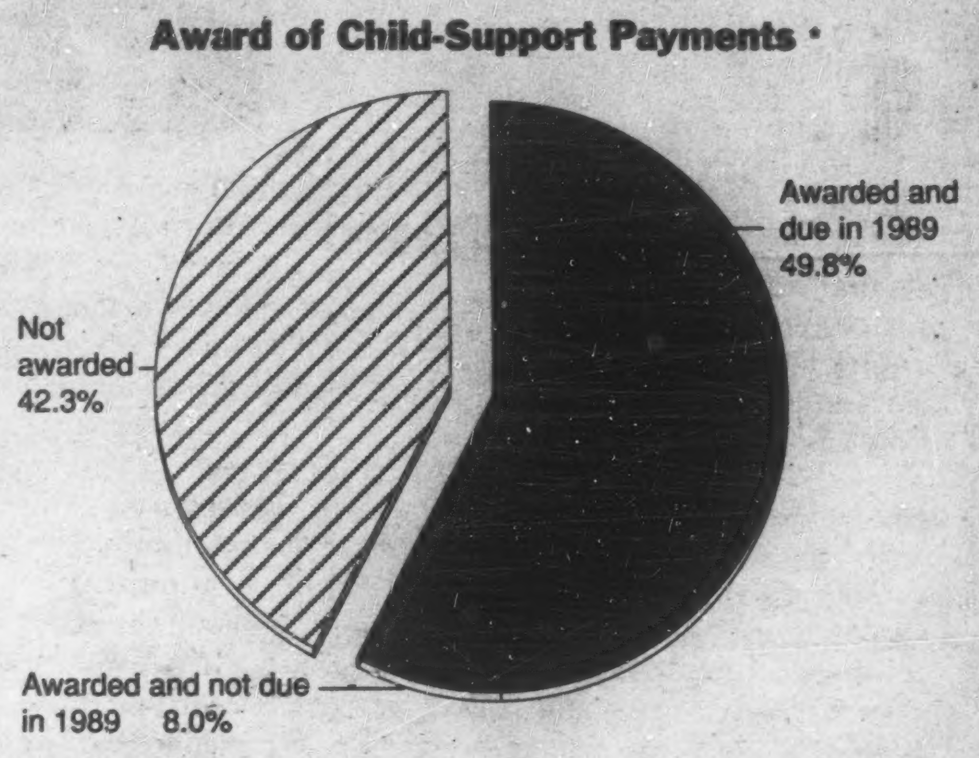
Mary E. Bush, the school-board's president, said that some of the proposed reforms, would begin with the 1992-93 school year, would require the approval of the state legislature. ■

DIMENSIONS

Child-Support Payments

As of 1990, 5.7 million women had been awarded child-support payments by the courts, but only about half of them had received the full amount due, according to data compiled by the U.S. Census Bureau.

The rest were about evenly divided between those who had received partial payment and those whose who had received nothing, the bureau reported.



* Based on a total of 10 million women with children from absent fathers

Source: U.S. Census Bureau

In spring of 1990, when the survey was conducted, some 10 million women were raising a total of 16 million children under age 21 without a father present. Of these women, 58 percent, or 5.7 million, had been awarded child-support payments.

The number of women raising children without a father present increased 39 percent from 1979 to 1990, the bureau said.

The average annual child-support payment received by all women who received payments was $2,995 in 1989, the bureau reported as part of the same study. Divorced or separated women received far more than women who had never married. Similarly, white women received 38 percent higher payments, on average, than black women; women with four or more years of college got about 67 percent more than less-educated women; and poor women, who relied on payments for a greater share of their income than did more affluent women, received 57.2 percent of the payment received by their nonpoor peers.

Copies of the report, "Child Support and Alimony: 1989," are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402; telephone (202) 783-3238.

UPDATE

■ **The Richmond (Calif.) Unified School District is being allowed to withdraw voluntarily from bankruptcy protection.**

A federal bankruptcy-court judge this month accepted a motion by the district to withdraw from the bankruptcy process it entered last year.

The district intends to continue negotiations with creditors and to develop a recovery plan that will be submitted to county and state officials for approval, said Fred Stewart, an administrator for the district's finances appointed by Bill Honig, state superintendent of public instruction.

The Bay Area district had filed for bankruptcy and threatened to close schools last spring for lack of money, but a superior-court judge ordered the state to lend the district the money it needed to maintain operations. *(See Education Week, May 1, 1991.)*

Correction

A table that accompanied a story in the Oct. 9, 1991, edition about a survey on the quality of precollegiate education incorrectly reported the responses of postsecondary educators. The correct survey results are as follows:

Caliber of High-School Graduates 5 and 10 Years Ago

		Post-secondary Educators
Compared to 5 Years Ago	Better prepared	36
	Worse prepared	43
	The same	19
	Not sure/Refused	2
Compared to 10 Years Ago	Better prepared	34
	Worse prepared	52
	The same	7
	Not sure/Refused	6

Source: Louis Harris and Associates, Inc.

■ **Three school workers who helped rescue children following the fatal collision of a helicopter and a plane carrying U.S. Senator John Heinz last April have sued the aircraft operators.**

A two-engine plane owned by Lycoming Air Services carrying Mr. Heinz and others collided with a helicopter owned by the Sun Company, an oil-refining firm, in midair on April 4, showering the school playground and building with flaming debris. *(See Education Week, April 10, 1991.)*

Seven people, including Mr. Heinz and two 1st graders playing in the schoolyard of Merion Elementary School, were killed in the incident.

The National Transportation Safety Board ruled that both crews showed poor judgment.

John Fowler, a custodian, Ivinetta Weeks, a reading specialist, and Tho Oldham, a playground monitor, filed suit in Montgomery County Court against the Sun Company Inc., Sun Refining & Marketing Company, and Lycoming Air Services Inc., all Pennsylvania firms.

Mr. Fowler and Ms. Weeks were credited with saving the life of David Rutenberg, a 2nd grader who was severely burned in the incident. Ms. Oldham led many children to safety after the crash.

■ **The Rhode Island Supreme Court has delayed a lower-court order allowing a 17-year-old boy to play on his high school's all-girls field-hockey team.**

Superior Court Judge Mark A. Preiffer ruled earlier this month that a regulation of the Rhode Island Interscholastic League barring boys from playing on all-girls teams is unconstitutional. *(See Education Week, Oct. 9, 1991.)*

The athletic association appealed that ruling to the state's high court, which agreed to hear the case.

The decision means that Brian Kleczek, a junior who is the team's equipment manager, probably will not play with the team this season.

No date has been set for arguments before the state supreme court.

■ **A Minnesota district's superintendent has been acquitted on charges that he failed to report the sexual abuse of a student by a teacher.**

Judge Harold Krieger acquitted Kenneth Doty, superintendent of the West Concord district, this month after a county prosecutor failed to present witnesses who would testify that Mr. Doty knew about a sexual relationship that existed between a female teacher and one of her female students.

Mr. Doty, along with the principal of West Concord High School, had been charged under a 1983 state law that requires educators to contact law-enforcement authorities if they "know or have reason to believe" that child abuse has occurred. *(See Education Week, April 25, 1990.)*

The principal, Raymond Six, whose testimony helped lead to Mr. Doty's acquittal, still faces his charge. The teacher involved was convicted and sentenced to jail last year.

■ **A federal appeals court has ruled that the nation's regional telephone companies may begin offering information services to their customers immediately,** opening the door to the development of a host of new services from electronic "Yellow Pages" to computerized databases.

The appeals-court decision, issued last week, follows a ruling this summer by U.S. District Judge Harold Greene that the telephone companies could begin owning information-service subsidiaries within a year. *(See Education Week, Sept. 4, 1991.)*

Judge Greene had sought to give opponents of the ruling, including the newspaper industry, time to appeal his decision.

The so-called "baby Bells" have lobbied since they were created by the breakup of the American Telephone & Telegraph Company in 1984 to provide information services at a low cost through their existing networks.

But spokesmen for the companies, which last week were scrambling to decide which new services to offer, noted that most will not have any new products available for at least a year.

While the companies recently have begun wooing schools with improved and innovative services, schools will not be an immediate priority in developing new products, they acknowledged. ■

PEOPLE

■ **W.W. Herenton**, superintendent of the Memphis public schools from 1979 until June of this year, has become the city's first elected black mayor.

Mr. Herenton, 51, defeated Richard Hackett, a two-term incumbent, by 172 votes.

Memphis City Schools

W.W. Herenton

Even though neither candidate won 50 percent of the vote, Mr. Herenton's election will stand. A federal judge ruled this year that the runoff procedure used in citywide elections in the past had discriminated against black candidates. ■

At a Students Against Driving Drunk meeting at Towson (Md.) High School, chapter members prepare for an upcoming fund-raiser. The group, although extremely popular in schools around the country, has been criticized for subtly promoting the "responsible use" of alcohol. Since 1986, when the Congress adopted the Drug-Free Schools and Communities Act, all programs funded by the U.S. Education Department must espouse a clear "no use" message.

Photos by Photopress

monstrate graphically the effects of drunken driving. The chapter also sponsors drug- and alcohol-free events, and hosts assemblies featuring special speakers.

Probably the most well-known, and controversial, element of SADD is its "Contract for Life," which both the teenager and parent sign. In its original incarnation, the adolescent pledged to call home at any time, or at any place, if he was intoxicated or with a drunken driver. The parent, in turn, agreed to pick up the child, no questions asked. The contract states that the incident could be discussed at a later time.

Since SADD's founding, however, the political climate and popular theories about drug-abuse prevention have changed. Since 1986, when the Congress adopted the Drug-Free Schools and Communities Act, all programs funded by the U.S. Education Department must espouse a clear "no use" message.

In a no-use program, students are told that any use of drugs, tobacco, or alcohol by minors is wrong and harmful. Responsible-use programs, by contrast, while not condoning drug use, stress informed decisionmaking, or attempt to limit the riskiest forms of behavior, such as drinking and driving.

A U.S. General Accounting Office study, released last month, charges that the department unnecessarily limits its drug-free schools program by only considering schools with a strict no-use approach.

The problem, the study states, is that research has not shown "the general superiority of one prevention approach over any other, nor have any evaluations isolated the effects of a no-use approach." *(See Education Week, Oct. 2, 1991.)*

A 'Mixed' Message

Over the past decade, SADD's policies have changed to more clearly reflect a no-use message, contends William Cullinane, the acting executive director of the Marlboro, Mass.-based group.

"The goal initially was to prevent young people from dying," he says. "Once young people proved they could do that, we've moved along to the point that we ask students to accept a no-use lifestyle."

The Contract for Life, he notes, has undergone several changes, the most recent of which includes a note in boldface at the top that states that the signers "understand that SADD requires all youths to adopt a no-use policy."

Language that would indicate that the teenaged signer had himself been drinking was dropped in the early 80's, Mr. Cullinane says. Instead, the adolescent pledges to call for a ride "if I am ever faced with a situation where a driver has been drinking or using illicit drugs."

Despite these modifications, some educators are reluctant to embrace SADD.

Officials from the Education Department, for example, say the activities and philosophy of each SADD chapter, like those of any other anti-drug activity, must be individually examined before a chapter can qualify for federal drug-education money, which is passed through the states, or be eligible for the department's drug-free-schools recognition program.

"Nobody can make a blanket statement about the SADD program," says William Modzeleski, director of the department's drug-abuse-prevention oversight staff, noting that individual chapters may have policies that do not meet federal standards. "We've been working with SADD for a long time, looking at how it can be strengthened."

James Better, the department's staff director for the recognition program, says there are still concerns about the latest contract. A 1989 letter from the department to SADD officials, which Mr. Better says still represents the department's views, notes that, while "SADD does not expressly condone illegal drinking by students, we believe that the implicit message that the 'Contract for Life' sends is mixed."

Officials in some states also express skepticism about the program.

"Basically, it really conflicts with the drug-free-schools philosophy," says Danny Trujillo, the drug-free-schools and communities coordinator for the New Mexico Department of Education and the former SADD state director.

'The Awareness Is There'

Mr. Trujillo says SADD—which he believes espouses a "responsible use" policy—is being phased out of the state, and is being replaced by programs that emphasize peer-counseling and peer-helping.

"SADD was good for its time, but since then, it has not kept up with the research [emphasizing prevention]," he says.

"We don't feel it extends the purpose of the [drug-free-schools] program, which is essentially no use," says Betty Lohraff, the director of instructional improvement and resources for the Missouri Department of Education. Schools that want to use their federal money to fund SADD activities must explain how the chapter complies with the program's rules, she says.

But schools that have SADD chapters say the groups have made a noticeable difference in students' attitudes about alcohol use.

"I have heard kids say, 'You have been drinking and you drove? You're crazy!' " says Rachel Lopez Arnold, an English teacher and the SADD adviser at Deer Valley High School in Glendale, Ariz. "[Kids] have taken keys, they've taken air out of tires to prevent their friends from driving."

"The vast majority of kids are aware of not drinking and driving," she adds. "I know there are parties all the time, and kids are drinking—but at least the awareness is there."

Tamra Reszler, vice president of the SADD chapter at Aberdeen Central High School in South Dakota, says she believes the group has persuaded students to adopt alcohol-free lifestyles.

"I think it adds a little bit more pressure for a kid to go up to a kid and say, 'I don't think you should be drinking,' " she says. ■

We heard about the school problems during the work of the commission, and we invited some principals to come and speak with us. They did, and it is a fact that there are intrusions [from athletics] into the scholastic programs, and the thoughtful people that are involved are taking steps to correct them.

Q. The N.C.A.A. will consider amendments in January to its regulations that will tighten eligibility requirements. How will they affect college athletics?

Q. What's being proposed by the Presidents' Commission is almost a direct reference to what happened in the Knight studies, and they are these: that we reexamine the admissions requirements so that athletes are treated like everybody else; that the evaluation of academic progress would occur term by term, and not once a year; that [athletes] enroll in a credible degree program, and not something patched together; and that there be a graduation rate over a five-year span that is comparable to other students.

Q. There is another movement to repeal reforms made last January.

A. I regret this, but at our meeting, the Knight Commission members decided unanimously through Father Hesburgh and me to advise the Council of Presidents that we will stand with them in every way and specifically to oppose every one of these movements because they do weaken, if not completely abolish, actions that were heretofore taken.

Q. What recommendations do you have for high-school counselors?

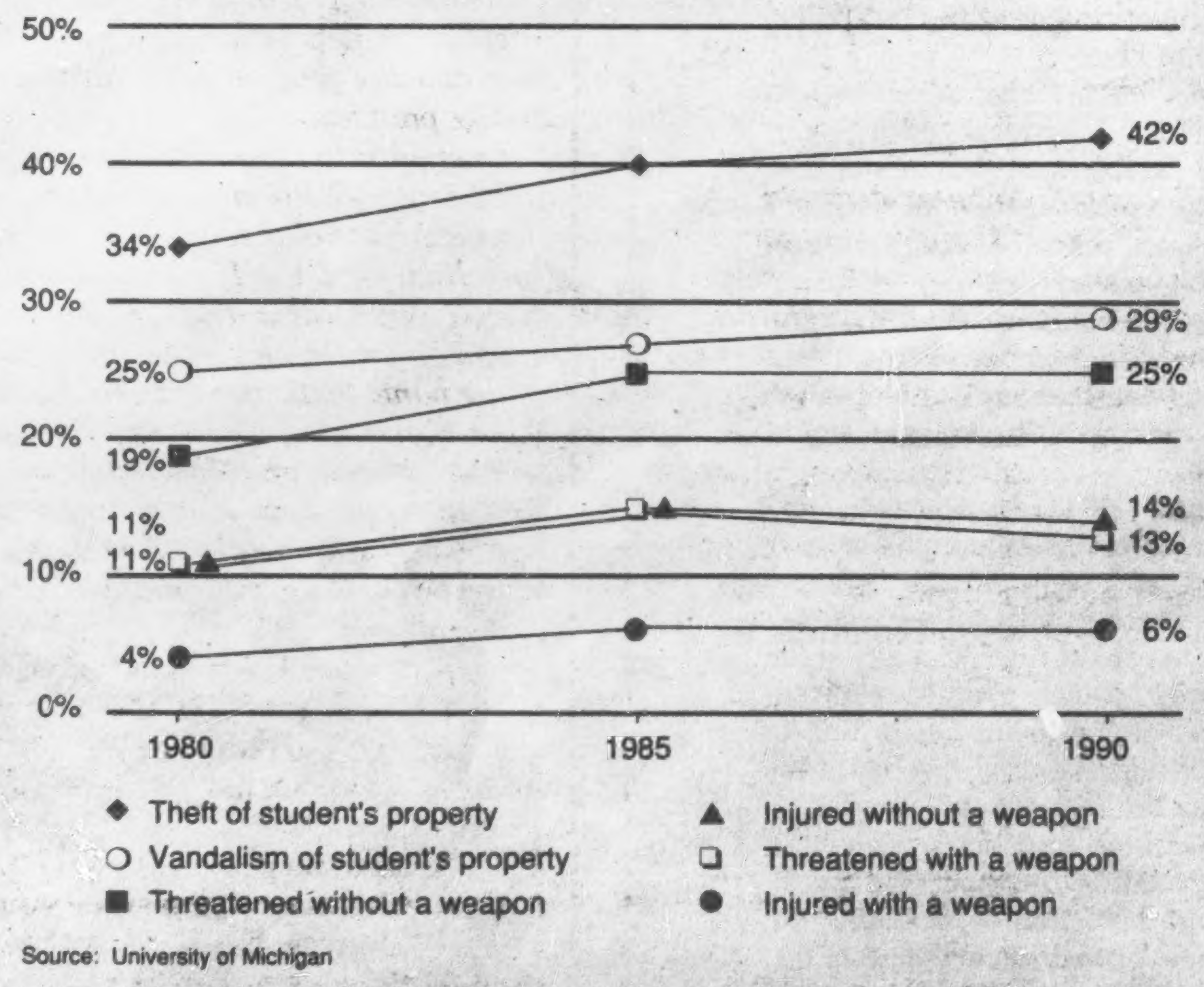
A. I would hope that they would find some way of getting in touch with athletics directors at colleges and universities. . . . It's very important, because one thing the Knight Commission learned is that one in every 100 young people who participate in college athletics ever makes it to the pros, in the sense of making a living from sport. That says that 99 others have to have another way of being gainfully employed, meaning that the burden is on the institution to make sure that their experience is a sustaining experience.

This is why it's so important for the counselor and high-school adviser to know what is required and see to it that the students are prepared, because it is a very devastating experience for a young person to flunk out of school or be declared ineligible or for whatever reason to not have been prepared. ■

DIMENSIONS

Student Victimization Trends

Percent of 12th graders who reported being victimized in school during the previous year



Source: University of Michigan